California Journal

A MONTHLY DIGEST OF STATE GOVERNMENT AND POLITICS

THE LEGISLATURE

Senate Pro Tem Shake-up

EXECUTIVE DEPARTMENTS

Reagan Presents Budget

Tax Reform Proposed

STATE ISSUES

State Water Project

Teacher Credential Bill

February 1970 in Review

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Month in Brief

SENATE LEADERSHIP. Center of attention in the Capitol this February was the second mid-session change in the office of Senate President pro Tempore in ten months. Signaling a deep and bitter rift in the Senate, the election of Jack Schrade over Howard Way demonstrates that Old Guard forces and Way's coalition are evenly balanced and that a continuation of the leadership fight is likely. The implications of the shake-up for the Governor's tax program and other vital legislation are uncertain. (Page 35.)

PRO TEM ANALYSIS. A Senator-by-Senator breakdown of the Schrade and Way coalitions gives a perspective on the Senate Old Guard, the Young Turks, and the swing vote that made the difference. (Page 38.)

WAY INTERVIEW. Text of an exclusive California Journal interview with Senator Way five days before he was defeated by Senator Schrade presents his candid analysis of the inner workings of the Senate. (Page 40.)

BUDGET INTRODUCED. Governor Reagan proposed a $6.5 billion budget described as a "hold-the-line document" giving priorities to programs of "great merit and deep concern." (Page 42.)

REPUBLICAN TAX PROPOSAL. After several years of internal conflict, all factions of the Republican Party have been able to agree on a package of tax reform measurers which also includes withholding. (Page 45.)

STATE WATER PROJECT. The largest water system in the world is in serious financial straits, unable to finance the completion of construction. Moreover, environmental quality concerns engulf two proposed facilities of the project — Dos Rios Dam and the Peripheral Canal. (Page 47.)

TEACHER CREDENTIALING. Sweeping legislation was introduced to loosen the requirements for teacher credentialing in California. Opponents of the measure argue it will lower the quality of Calif. Teachers. (Page. 50.)

CONFLICT OF INTEREST. Two developments highlighted this political football in February. Assemblyman Eugene A. Chappie was successful in gaining approval of a bill to delay effectiveness of the financial disclosure law passed last year. Assembly Minority Leader Jess Unruh blasted that bill and a bill by Speaker Bob Monagan modifying the 1969 Unruh-authored law. (Page. 52.)

CONSUMER LEGISLATION. The consumer is the focus of considerable attention this year, judging by the number of bills that have been introduced in this area. (Page 53.)

POLITICAL RACES. Statewide and local candidates for public office have until March 20 to file for election. The air is thick wil speculation and feelers. (Page 54.)

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Thomas R. Hoeber, Editor-in-Chief

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LEGISLATURE

Senate Leadership Shake-up

The traditionally sedate "upper house" of the California Legislature was racked by turmoil and dissension in a month that brought these developments:

- ○ Republican Senator Jack Schrade lined up enough support to unseat fellow Republican Howard Way on February 10 in a move widely recognized as a return to "old guard" control of the Senate.
- ○ On February 18, while Schrade's forces were attempting to consolidate their strength through committee realignments and leadership changes, the newly elected President pro Tem came under attack following disclosure that he had accepted a $5000 contribution from a group of thrift and loan companies in 1969, shortly before voting to support legislation they wanted.
- ○ One of Schrade's key supporters, Republican Senator Richard J. Dolwig, 61, unexpectedly announced on February 25 that he would not seek re-election to his San Mateo County seat. Dolwig, who has been in the Legislature since 1946, became the third Old Guard senator to announce retirement plans. Former President pro Tem Hugh M. Burns, 67, of Fresno, and Senator John F. "Jack" McCarthy, 46, or San Rafael made earlier announcements.
- ○ Backers of Senator Howard Way predicted that they would effect a "counter-coup" when the law-makers return to Sacramento, following the Republican party's State Central Committee meeting in San Francisco this weekend (February 27-28 and March 1).

When it became clear that Republican State Senator Jack Schrade, a 66-year old retired rancher from San Diego, was attempting to pick apart the coalition fellow Republican Howard Way from Tulare County had carefully put together last May, the potential challenge was greeted with dismay by the Republican party state chairman. Chairman Dennis Carpenter called the move "untimely, disruptive and a disservice to the Republican party." And in the aftermath of the leadership fight which saw Democrats play a prominent role on both sides, Carpenter's words were echoed by Democratic National Committeeman Stephen Reinhardt when he accused the Senate of engaging in "banana republic politics."

Old Guard vs. Young Turks

While "politics" played a prominent part in the Senate's second mid-session leadership change within a year, the turmoil reflects deep and bitter divisions between "old guard" forces and the "young turks" who rallied behind Howard Way. Senator Hugh M. Burns, who served as President pro Tem from 1957 until he was defeated by Way, expressed the elation with which the Old Guard greeted its return to leadership when he quipped "Senator Way and I have a lot in common. I held onto that job the longest of anyone. He held it the shortest."

And indeed the remark may not exaggerate the degree of similarity between the two senators and the alliances they represent. Burns, at 67, has announced he will retire this year after 34 years of service as a state legislator. Only six men still serving in the Senate were there when Burns was first elected President pro Tem, although the Old Guard identification is now loosely applied to any senator who cast his lot with Burns in the showdown with Way's forces last year. For more than a decade Burns sat as the first among equals in the group of influential men that ran the Senate. Time and a court-ordered reapportionment have thinned their ranks, but they will strive to preserve the special style of operation which has served them well over the years. Their Senate has been described not unkindly, but perhaps too neatly, as a "clubby atmosphere where a man's party counts for less than his seniority and his ability to get along."

Nowhere was the identifiable style of the Senate more apparent than in the conduct of the powerful Governmental Efficiency Committee, known in Capitol Corridors as the Senate's "graveyard" committee. The members of the G.E. Committee represented the Senate leadership and meetings of the committee were conducted with a dispatch that resulted from the unwritten understanding that one senator's objections to a bill deserved the backing of the entire committee. Devotion to the tradition of "going along" also served the Senate well in resolving inter-house conflicts, because the Senate's solid support for its conferees inevitably gave them the upper hand over their counterparts from the openly contentious Assembly.

Reapportionment Jolted Senate

The California Supreme Court's application of the "one man-one vote" doctrine to the Senate's system of representation by counties jolted the Senate club. Respect for the prerogatives of individual senators and the tradition of going along with the consensus of the house were incompatible with the court mandate to reapportion many senators out of their districts. The 1965 session adjourned without a reapportionment plan being drawn, but the State Supreme Court drew up one of its own to go into effect unless the Legislature mapped out new districts that met the court's standard. Reluctantly, the Senate complied.

Some districts were created which required as many as three senators to run against each other and 14½ new districts were drawn in Los Angeles County. The closing days of that session were filled with nostalgia as the Senate club paused to celebrate itself. Many senators announced retirement and many who were running for re-election knew

SENATE LEADERSHIP

President	Lt. Governor Ed Reinecke
President pro Tempore	Jack Schrade
Majority Floor Leader	Lou Cusanovich
Minority Floor Leader	George R. Moscone
Majority Caucus Leader	H. L. "Bill" Richardson
Minority Caucus Leader	Mervyn M. Dymally

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Hügo

The Senate will never be the same again. If I should be replaced tomorrow, they will never go back to where it was.

Senator Howard Way in an Interview with CALIFORNIA JOURNAL, February 5.

they would not be returned. Some of the Senate's most respected members — Joseph Rattigan of Sonoma County, Vernon Sturgeon of San Luis Obispo, Fred Farr of Monterey, Virgil O'Sullivan of Colusa, Hugh Donnelly of Stanislaus, and James Cobey of Merced — did not return. When the 1967 Legislature convened there were 22 new senators — 18 of whom were former members of the Assembly.

Democrats Maintain Edge

Despite Ronald Reagan's overimposing victory margin over Governor Edmund G. Brown, the Democrats retained a slim edge in both houses, a fact that really mattered little in the Senate, and speculation that the leadership of the Old Guard would be challenged were quickly put to rest when Hugh Burns was easily re-elected President pro Tempore. Governor Reagan, in fact, reached an early accommodation with the Senate when he appointed Sturgeon, a victim of the reapportionment, as the liaison between the governor's office and Sturgeon's former colleagues.

The Senate Old Guard, confronted with so many new arrivals, attempted an accommodation of their own. Senator Joseph Kennick of Long Beach, an influential committee chairman as an Assemblyman, became a member of the five-man Rules Committee over which Burns presided. Other freshman senators were awarded with chairmanships. But some of the new senators, particularly a few liberal Democrats accustomed to the freedom they experienced in the Assembly, formed without Burns' blessing, a "Senate Democratic Caucus" with Alfred Song as chairman.

The first real challenge to the Old Guard followed the death of Senator J Eugene McAteer (on May 26, 1967), chairman of the Governmental Efficiency Committee and an avowed candidate for mayor of San Francisco. In a special election that was watched closely throughout the state, McAteer's seat was won by municipal court Judge Milton Marks, a former Republican Assemblyman. The Senate was thus deadlocked with 20 Republicans and 20 Democrats.

Republicans Stymied

Immediately on the heels of Marks' election, Governor Reagan convened a special session of the Legislature and Republican Senators called a special caucus to decide on Burns' successor. Senators Jack McCarthy, Way, Donald Grunsky of Santa Cruz County and Richard Dolwig of San Mateo County all sought support among their Republican colleagues. Senator Jack Schrade confounded the caucus when he indicated that he would be loyal to Burns no matter who the caucus supported. McCarthy suggested he would too, if he didn't get their support.

When the session convened, it was clear that the Republicans would not mount a serious threat. They did act, however, to relieve McCarthy of his title of Minority Floor Leader (although he remained as vice chairman of Rules). His former job was given a new title and Senator Robert Lagomarsino of Ventura County, who emerged from the struggle as a neutral, was designated caucus leader.

The impasse carried through 1968, aided somewhat by Governor Reagan's own indications that he was not at all unhappy with Senator Burns. Reagan expressed faith in the Senate leadership even following disclosure by The Los Angeles *Times* that Burns had personally profited from insurance investments which were benefited by legislation Burns helped enact. If the charges of impropriety did not represent a turning point, the death of Senator George E. Miller, Jr. of Martinez, the Senate Old Guard's tactical leader and chairman of the Finance Committee, most assuredly did. A direct confrontation was averted at the start of the 1969 session only by the simple expedient of not bringing the issue of election of pro tem to a vote.

When Contra Costa County District Attorney John Nejedly, a Republican, was elected at a special election giving his party a 21-19 edge, it became evident to Senate Republicans that they would have to swing behind one candidate. Senator Grunsky publicly announced he was stepping aside because it was apparent that Howard Way could attract more Democratic votes.

Confident of his ability to hang on to his post, Burns quipped in response to reporters' questions about Way's chances of succeeding him: "No Way". But on May 13, tiring of the lengthy wrangling, Burns abruptly called a closed caucus to force Way to bring the issue to a vote. Thirteen Republicans and eight Democrats gave Howard Way the twenty-one votes he needed. (See Background on Way's coalition)

Way Delayed Changes

As the new Senate President pro Tempore, Howard Way avoided making any changes in the Senate structure until

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Hügo

Senator Schrade was elected by a coalition and is now in much the same position that Senator Way has been in. Coalitions are not permanently based and are subject to change. The Senate will go on in pretty much the same manner as always.

Senator Hugh M. Burns in a press release issued February 10.

after his unanimous re-election at the beginning of the current session. He then convinced the house to approve a plan for modernizing the committee structure, reducing committees from 21 to 15 and equalizing committee workload. He also succeeded in antagonizing an already hostile Old Guard by openly making reference to a "revolution" in the Senate's operating procedure and the lessening of lobbyist influence of the Senate.

It soon became clear that Senator Jack Schrade, who had been waiting in the wings since Burns' defeat, would offer a serious challenge to Way's regime. His appeal resulted largely in the promise that he would make the Senate more or less as it had been under Burns. The nucleus of Schrade's support came from the Old Guard and he lined up twenty-one votes — twelve Democrats and nine Republicans — to support him on a secret ballot. When the results of the closed caucus were made official, (see Voting Record, page 62) Jack Schrade pledged to restore "stability which is sorely needed" and promised to be "a senator's senator."

After his defeat Way told newsmen, "I'm still convinced we were headed in the right direction, lessening special influence in the Senate." Way now admits that he may have tried to bring about changes too rapidly, "lulled into a false sense of security" by the acceptance given his reform proposals. One Democratic senator who opposed Way said we were "just trying to give him enough rope to hang himself."

Marler Removal Hurt

One of the changes which hurt Way was the removal of Republican Senator Fred W. Marler as chairman of the Agriculture Committee. Way replaced Marler, who had supported him, with Senator Burns, perhaps as a gesture toward the former pro tem who had punished Way by removing him from the same post when an early attempt by Way forces had been repulsed. Marler agreed to support Schrade, as did fellow Republican H.L. "Bill" Richardson of Arcadia. Richardson had been removed as caucus chairman before the session began, after he attempted to unseat Rules Committee member Senator Robert Stevens of Santa Monica. Along with Schrade and Senator John Schmitz, Richardson began to openly criticize Way's support of Governor Reagan's tax package and suggested he was too closely aligned with the liberal Democrats who had supported him.

When the showdown came in a closed caucus on February 10, it became apparent that a total of four senators — two Democrats and two Republicans — who had been part of Way's original coalition had gone over to Schrade's corner. In addition to Republicans Marler and Richardson, Democratic Senators Tom Carrell of San Fernando and Mervyn Dymally of Watts cast their votes for Schrade. Carrell, obviously disappointed because he did not get a committee chairmanship, said he felt that Schrade would be fairer to Democrats than Way. Dymally, the first Negro to hold office in the Senate stated: "I didn't see how I could remain as chairman of the caucus if I voted against the majority of the members." Ironically, Way had lost support for reasons that were ostensibly in total conflict.

Schrade Brings Changes

When the election results were announced, Schrade was ready to get to work. "I want to get on with the business of the Senate. We have many problems, and I hold no malice toward anyone." First, he asked Senator McCarthy to speak about the charges that special interest lobbyists were playing a role in his takeover. McCarthy denied the inference. Then Assembly Democratic Leader Jess Unruh denied accusations leveled by Democratic Senators that he quietly helped engineer the Senate coup.

Following a closed Republican caucus, the Senate began to choose new men for leadership positions.

- Senator Dolwig was selected to succeed Senator Burgener on the Rules Committee. Following Schrade's election, Burgener had resigned.
- Senator Lou Cusanovich was named as Majority Floor Leader by Schrade to replace Senator George Deukmejian who had also resigned.
- Senator H. L. Richardson, a former Way supporter who had provided one of the crucial switch votes to elect Schrade, was elected caucus chairman to replace his fellow conservative Clark Bradley who resigned saying that he feared Schrade's victory would mean excessive lobbyist influences.
- Senator Robert Stevens, a Way supporter, refused to resign from Rules Committee in favor of James Whetmore of La Habra who had been identified as Schrade's choice to replace him.

On February 18, Senate Rules Committee released the new committee assignments and the announcement was

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BACKGROUND ON WAY'S COALITION

The coalition which elected Howard Way as President pro Tem in 1969 was united not so much by allegiance to him as by dissatisfaction with the Old Guard. Way had emerged as the logical benefactor of this dissatisfaction largely on his reputation among many Senators for fairness and integrity. The thirteen Republicans and eight Democrats who originally united behind him represented diverse political and philosophical viewpoints, but were in general agreement on the desirability of change.

Republicans for Way

Clark Bradley of Santa Clara County was elected to the Senate in 1962 — the same year that both Way and Schrade were elected. Bradley, as staunchly conservative as he is independent, never aligned himself with the Senate's Old Guard leadership and regularly cast the sole dissenting vote on decisive issues which united the Senate.

Donald Grunsky of Santa Cruz County is the most senior of Way's supporters in point of service. Elected to the Senate in 1952, he was a contender for the pro tem spot himself and stepped aside only when it became apparent he did not have sufficient cross-party support to build a coalition. Grunsky is often described as an independent, a role he assumed since he offered a challenge to Burns' first election as pro tem in 1957.

Robert Lagomarsino of Ventura County, a young senator who served on the prestigious Governmental Efficiency Committee, assumed a neutral position in the early maneuverings among his colleagues until it became clear that Howard Way had the backing of a majority of the Republicans in the Senate. During the heated party caucuses he played the role of peacemaker between the contenders.

All of the remaining Way votes arrived in the Senate after or just prior to, the 1966 reapportionment.

Gordon Cologne or Riverside was elected to fill the seat vacated by the death of L.M. "Lee" Backstrand, and Fred Marler of Shasta replaced Edwin Regan who became an appellate court justice. Senators Clair Burgener of San Diego, George Deukmejian of Long Beach, and Robert Stevens of Santa Monica came from the Assembly. John Harmer of Glendale was an upset victor in the 1966 primary over Assemblyman Howard Thelin and Lewis F. Sherman of heavily Democratic Alameda County won a close victory over Assemblyman Byron Rumford. H. L. Richardson, a former employee of the John Birch Society, emerged from a nine-man primary race in the San Gabriel-Pomona Valley area of Los Angeles to enter the Senate. John Nejedly, elected in 1969 to fill the vacancy caused by the death of Senator George Miller, Jr., represents the thirteenth vote.

Democrats for Way

In assembling a coalition to unseat Hugh Burns, Way found a nucleus of support in the group of liberal Democrats who formed the Senate Democratic caucus. Only one of them served in the Senate prior to 1967. Al Rodda of Sacramento County was a college instructor when he was elected to the Senate in 1958. The remaining eight were formerly members of the Assembly, though only a few were outwardly critical of the Senate's operations. Al Alquist of San Jose was initially neutral as a freshman senator but became a solid Way supporter. Way's closest associate among the Democrats was Anthony Beilenson of Beverly Hills, one of its most liberal members. Others who supported Way were Tom Carrell of San Fernando, George Danielson of Los Angeles, Mervyn Dymally of Watts, James Mills of San Diego, and Nicholas Petris of Berkeley. Only Alfred Song of the "caucus" group did not support Way.

greeted with a charge by Senator Deukmejian that they provide "clear proof that Schrade's election as pro tem was nothing more than a political power play in which he made promises of choice committee assignments in return for votes."

Creation of two new standing committees, increasing the number from 15 to 17, and the addition of five new select committees did give Schrade and the Rules Committee an opportunity to consolidate their strength. One result apparent from the assignments was that six Democrats and four Republicans were made chairmen. Thirteen of the twenty-three votes cast on the official ballot to elect Schrade had been from Democrats. Specific changes were:

- Republican Senator Fred W. Marler was reinstated as chairman of the Agriculture Committee replacing Senator Burns who declined any chairmanship.
- Senator Alfred Song, a liberal Democrat who supported Schrade, was given the Business and Professions Committee replacing fellow Democrat Alfred Alquist, a Way supporter.
- Republican Senator James E. Whetmore, thwarted in his attempt to get on Rules Committee, replaced Senator Marks as Elections and Reapportionment Chairman.
- Democrat Alan Short moved into Cusanovich's spot as chairman of the Industrial Relations Committee when the latter was appointed Majority Floor Leader.
- Old Guard leader Jack McCarthy became chairman of the influential Insurance and Financial Institutions Committee which considers legislation regulating the most important of the state's commercial interests. Bradley, the former Chairman, balked at serving as Vice Chairman of the committee with Schrade as pro Tem.
- Judge Ralph Dills was appointed to head the newly-created Public Utilities Committee.
- Senator Randolph Collier, known as the "father of the freeways", was reinstated as chairman of the Transportation Committee he chaired for years.
- Republican William E. Coombs of San Bernardino was appointed Chairman of the recreated Water Resources Committee.
- Four senators who voted for Way — Rodda of Education, Grunsky of Finance, Beilenson of Health and Welfare and Lagomarsino of Natural Resources and Wildlife retained their chairmanships, and Way was appointed to chair the Governmental Organization Committee in a gesture similar to his move in retaining Burns.
- Five Select committees were established — all but one going to Democrats. Auto dealer Carrell, who had been a key switch vote for Schrade, was given a Committee on Environmental Control rather than the Transportation Committee he sought; Lawrence Walsh was appointed to chair a committee on Urban Affairs and the other three committees went to Way backers Alquist (Rapid Transit), Burgener (Educationally Handicapped) and Mills (Salinity Intrusion).

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BACKGROUND ON THE OLD GUARD

The coalition which remained loyal to Burns in 1969 and swung behind Schrade was openly disdainful of Way's "revolution" and resented the non too gentle suggestion that the Old Guard was lobbyist dominated.

Republicans for Schrade

Senator Jack Schrade of San Diego had consistently maintained he would remain loyal to Hugh Burns, a fact which made it impossible to consider imposing a unit rule vote in the Republican caucus for any one senator. When the showdown came on May 10, Schrade and Old Guard Senators Jack McCarthy of Marin and Richard J. Dolwig of San Mateo refused to support Way who was the choise of the caucuse. Once he was elected Way was unable to affect a reconciliation with the Old Guard and they solidly backed Schrade.

Other Republican Senators who supported Burns, then Schrade, included: Birch Society member John Schmitz of Orange County, supported Burns, a result which is attributable to Burns' long tenure as chairman of the Senate's un-American activities committee; former Assemblymen Lou Cusanovich of Los Angeles and James Whetmore of Orange County, who did not align themselves with their colleagues in the Senate's 1966 freshman class, William E. Coombs of San Bernardino County.

Democrats for Schrade

Schrade's greatest strength was among Democrats. Twelve Democrats supported him – a total of two more, in fact, than had voted for Burns. In addition to Burns' himself, Schrade's nucleus of support came from the Senate's most senior members: Randolph Collier of Yreka, Stephen Teale of Calaveras County, Alan Short of Stockton and Walter Stiern of Bakersfield.

Democratic newcomers to the Senate who supported Schrade: Joseph Kennick of Long Beach, who had become one of the Senate's leaders on Rules Committee, Judge Ralph Dills, who was, in effect, a member of the Old Guard having served in the Legislature years before, Lawrence Walsh of Los Angeles and James Q. Wedworth of Inglewood. The most unexpected vote in the Burns/Schrade camp was Alfred Song of Los Angeles, a liberal who as caucus chairman had criticized Burns' leadership.

Switch Votes

A total of six senators changed sides between the original vote which elected Way and the secret ballot this month which replaced him. H.L. "Bill" Richardson of Los Angeles, a conservative Republican, became upset with Way because he appointed Democratic liberals to key committee posts, supported income tax withholding and kept a liberal Democrat in a top staff position. Fred Marler of Shasta, also a Republican, had initially supported Way and then found himself replaced by Burns as Agriculture Committee chairman. Tom Carrell of San Fernando and Mervyn Dymally of Watts left Way's corner because they thought he would be "too tough" on Democrats in the next reapportionment.

San Francisco senators Milton Marks, whose election victory had been a rallying point for the Republican party in tying the Senate at 20-20, and George Moscone, who was elected as the first Democratic Floor Leader in the Senate's history, found themselves in the middle and on the wrong side of both elections.

On the day that Senate Rules announced the realignment of committees, Senator Schrade came under fire following disclosure by The Los Angeles *Times* that he had accepted a $5,000 contribution from a group of thrift and loan companies in 1969. The check was dated June 17, 1969, one day after the bill the thrift and loan companies were sponsoring arrived in the Insurance and Financial Institutions Committee. Schrade maintained the payment and the legislation were unconnected. "I put it in my campaign fund."

Senators Bradley and Deukmejian called for Schrade's resignation. "He has placed a cloud over the entire Senate. He has brought disgrace to the Republican party," Bradley declared. An official of the finance and thrift company who made the contribution told The *Times*, "There was an urgent desire to get the bill out of committee." And referring to the check, "This might be a way of expediting the result we hope for."

When questioned about the possibility of an investigation, Schrade responded: "As far as I am concerned, I have no objection to anybody taking up this matter." Adding that if the investigation occurred, he might ask for a study of other contributions as well, formal investigation was announced by Sacramento County District Attorney John Price and the DA's of San Diego and Tulare Counties.

Dolwig Withdraws Abruptly

At the same time that the furor surrounded Schrade, Senator Richard J. Dolwig of San Mateo unexpectedly announced he would not seek reelection after 24 years of legislative service. Dolwig said his doctor restricted his activities following a recent illness which kept the San Mateo Senator away from the State Capitol for most of the first month of the session. He returned to help Old Guard forces elect Schrade President pro Tem and was elected to the powerful Rules Committee.

During 1969 Dolwig was at the center of the controversy over the San Francisco bay fill legislation and faced serious primary opposition. Last June The Los Angeles *Times* also ran an account of some of the Senator's personal financial holdings but after reviewing the matter the Joint Legislative Ethics Committee concluded that there had been no violation. Dolwig's decision might well have been affected by indications that further disclosure of his personal financial dealings were about to be published.

Coming as it did at the moment when the Old Guard successfully overturned the leadership of those in the Senate who were discarding its time-honored traditions, Dolwig's announcement acknowledges the extent of the change in the Senate. The power and leadership of the Old Guard rested on a unity and consensus that began to dissolve with the 1966 reapportionment and fell apart with the passing of its intellectual and tactical leader – Senator George Miller, Jr. Dolwig said it himself: "It's no fun anymore."

Marshalling of the Old Guard by Burns and Schrade to throw out Way succeeded, but the fact remains that the two sides are evenly balanced. The decisive votes are held by a very few senators who feel no real commitment either way – a fact that may keep the Senate in a constant state of turmoil through the 1970 session.

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A Conversation

Howard Way Discusses the New Senate

Just five days before he was deposed by Senator Jack Schrade, Senator Howard Way frankly discussed his views about the Senate and the "revolution" he led to become President pro Tempore.

CALIFORNIA JOURNAL: How were you able to put together a coalition that represented some of the most liberal democrats and some of the most conservative Republican to support you for President pro Tem?

Senator Howard Way: I think when you are able to do this sort of thing in politics you must have one or two points that you have complete unanimity on in your coalition, that transcend partisan political considerations. I think we had that in this case because:

1. The coalition shared a common goal to bring a new look to the Senate in terms of making it more responsive to the people and not to the special interest groups that had controlled the Senate of California for a great many years with the regime that was in. They controlled committees and bill assignments just through friendships.
2. We had a strong feeling that we wanted to modernize the Senate and bring it into the 20th century.

JOURNAL: The idea of making the Senate more responsive is quite general. Were there specific issues identified, such as the way the Government Efficiency Committee was operated, the question of open meetings. How important was that?

Way: Yes, this is an example that has been used a lot. The Government Efficiency Committee, which many people referred to as the "graveyard" committee. This was of real concern to many members of our coalition as Assemblymen, and you have to remember that many of them were former Assemblymen. I think that is important, the GE Committee was certainly an issue because these former Assemblymen had experienced that treatment in that committee.

JOURNAL: Did your supporters expect specific changes, in the GE Committee, or on other points?

Way: This has been, I think the most unique part, the change that we brought about, and I know that many politicians find this very hard to believe, but I can only say to you that it is true. I did not promise, specifically, anything to any person, and this is probably why it went together, because if I had said to "Senator X, you can be Chairman of Finance" and to Senator Y, "You can be Chairman of GE", there are no secrets in governmental corridors, and the thing would have fallen apart. "Way has promised so and so this, now what do I get?" The only commitment I made to anyone was on the basis of the goals we wanted to reach and the program that I wanted to put in, and it went together that way, so I didn't make any promises. I didn't say that I would restructure the Senate committees. I didn't say that we would eliminate the Governmental Efficiency Committee. No commitments.

JOURNAL: What were the kinds of goals and policy objectives that the coalition shared?

Way: Well, equal treatment. Several of them said, "When I come up before the Rules Committee I want to know what I am entitled to, and if I am entitled to it I would like to have it. And I don't want a lot of talk and being sent to one person and then another and then finally, maybe, being granted my request in terms of a favor." The open meetings – bills being referred on the basis of their content and the code sections that they apply to, and rising or failing on their merits with an open and fair hearing was another issue.

JOURNAL: Has the influence of the Third House in the Senate changed?

Way: Well, it certainly has, because I have talked to any number of Assemblymen that are getting acquainted with these legislative advocates for the first time. They didn't know they were up here. Shortly after his revolution in May I was talking to Senator Burns and Judge Garibaldi in the Hotel at lunch and Garibaldi laughingly said "You know, this revolution has added 20 years to Senator Burns' life and has taken 20 years off of my life because I'm going to have to go work".

I'm not anti-lobbyist, they have a vital function to perform, but they are all now being treated exactly the same, and any of them who say they can't see me, they haven't tried, because I will see any of them and fit them into my schedule.

JOURNAL: The goals that you have talked about are goals that affect internal relations among Senators, primarily. Do you think there is a revolution in the sense that it's going to have an impact in the policy areas, in the way the Senate functions? What specific changes do you see taking place?

Way: Well, I think that there has been what I call a revolution. The change has been revolutionary, and I have said that the Senate is becoming more partisan. I don't think that this is bad. I think that it can be a good deliberative body and be partisan. With a 21-19 Senate, the leadership position is most difficult, but I would see that as we look down the road that the Senate will never be the same again. If I should be replaced tomorrow, they will never go back to where it was, so in this sense there has been a meaningful change. I would hope that after this 1970 session, when we have had a chance to demonstrate how our new committee structure and our new approach to these problems will work, that there will be a lot of other people agreeing with me that don't agree with me now.

JOURNAL: Do you think your election would have been possible without Jess Unruh?

Way: Because he demonstrated over in the Assembly what could be done, do you mean? Well, I would answer two ways: First of all, resentment of the old guard in the Senate was based on the arrogance and the superior attitude that had been manifested by many of these old veteran

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Senators against them when they were Assemblymen. I don't think Jess had anything to do with that.

Actually, as a matter of fact, Jess did everything he could to prevent my election. I don't know why he did it, but he did not want to see this take place. He was working with his people as hard as he could on the Democrats not to go with me, so he didn't help me.

JOURNAL: One of the changes that has taken place in the Assembly is the drift away from the coalition election. Are we going to see that same change occur in the Senate?

Way: Well, it would just be conjecture on my part. I suppose that as we become more partisan and as we build up the Republican and the Democratic caucus that we will find ourselves taking more caucus party positions, but to date that hasn't happened in the Senate. My answer would be that I suppose we will tend to go that way, but I don't see it for a while, depending upon these elections of course in 1970.

JOURNAL: Isn't there a change taking place in terms of the working relations between the Executive Office and the leadership of both houses? Is that going to have some impact?

Way: Yes, I suppose it would. For the first time we have complete liaison with both houses and the Executive Branch on the tax package, for example, but you're right — it's a Republican program, isn't it? We're the majority party.

JOURNAL: And as the Republicans tend to be identified with advancing programs; isn't that going to work toward drawing the line between the majority and the minority party so that the coalition is not possible?

Way: Yes, I suppose so. I think your logic is good. I just don't see where we have to go as far as they have in Congress where each committee has a majority and minority staff and each does their own research. But we will get more partisan this year.

JOURNAL: We've heard rumblings about Senator Schrade's effort to put together a coalition to challenge your leadership. What substance do you ascribe to that?

Way: Well, not much. This has been a recurring thing. Senator Schrade was stirring last July just before we replaced Senators McCarthy and Schrade on Rules with Senator Burgener and Stevens. At that time the same sort of rumors were circulating that he had 23, 24 votes for pro Tem; then again in December he had the votes. And now the rumor is circulating again. I think that these are just rumors and my answer would be, if he has 21 votes, why doesn't he move? That's the name of the game, and he's using a tactic and those people who would like to see me out of here are using a tactic as old as the hills and it's called the old "puff" game. You know, I've got 23 votes, you'd better get aboard; the tailgate's down and the wagon's moving. Senator Schrade doesn't have the votes.

We may have lost a vote or two for personal reasons but at the same time we have expanded our base since the reolution and also, most of the fellows in spite of the rumblings you hear, said to me, and by their votes in the Senate as a whole, have adopted the restructuring of the committees. They're happy with it. They think it's a step in the right direction. If we can just settle down now and have a session and give this new system a chance to work, I think they'll be pleased.

JOURNAL: You have eight democrats who have reasons for becoming unhappy with your leadership for various reasons. You're walking a pretty fine line, aren't you, in terms of pleasing the Republicans and the Democrats on the other side?

Way: You know, I like to refer to this kind of coalition — it isn't new, it's been done in politics for generations – as a floating coalition. I'm sure that there are going to be issues on which we disagree. You take three issues, and Senator X is only going to agree with me on one of them, we disagree on the other two. Senator Y may agree with me on one of the others. We have long range goals, and these men are big men and they're broad-visioned men and they understand this. I don't anticipate any major problems. We may lose one or two of them, but we have positions of responsibility., they're capable people, and I don't worry about it.

I think we ought to discuss the fact that we have at least cracked this knotty problem of getting a compromise on committee assignments between strict adherence to seniority and not paying any attention to it at all. We took four criteria: a man's ability in an area of expertise, his district interests, his willingness to apply himself to the job, and we had attendance records and so on, and seniority — not necessarily in this order — and we rated each man on this scale. And it was amazing how this worked. Men just rose to the top. The criticism of course is that you are judging your fellow Senators and colleagues and this won't work. This is the answer that they give all the time. I'm going to watch this and see how it works.

JOURNAL: Environment appears to be the number one issue. In order to make any massive turnaround to our approach to environment, it seems is going to require a commitment to expend money. How do you see the Legislature and the Governor responding to that need?

Way: There is a tremendous change in attitudes — public attitudes and also on the part of Legislators. Thinking back just a few years, Senator Petris had a bill when he was still an Assemblyman. It didn't have a chance to get out of the Senate Agriculture Committee, and yet last year we passed that bill. Last year we passed a bill in the Senate to outlaw the internal combustion engine by 1975. This reflects the change in attitude. Now, I'm concerned about the fact that unless we're careful we are going to lead people to believe that in one year or two years with the wave of a wand we can solve the environmental problems, and we all know if we stop to think about it that we won't. It's going to cost a fantastic amount of money and I am not convinced that the people are willing to spend that money. It's going to take some significant changes in attitudes.

We have to move on this thing soundly with good planning and with right public attitudes and somehow or other we're going to have to make the cleaning up of the air and the stopping of the pollution of our water economically attractive to interest groups. And we can do this.

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New Senate Committees Announced by Schrade

AGRICULTURE – (7) – Marler (Chairman), Burns (Vice Chairman), Lagomarsino, Mills, Stiern, Teale, Way.

BUSINESS AND PROFESSIONS – (9) – Song (Chairman), Marks (Vice Chairman), Alquist, Beilenson, Cologne, Coombs, Short, Walsh, Whetmore.

EDUCATION – (11) – Rodda (Chairman), Alquist (Vice Chairman), Burgener, Dymally, Grunsky, Harmer, Marler, Moscone, Richardson, Schmitz, Stiern.

ELECTIONS AND REAPPORTIONMENT – (7) – Whetmore (Chairman), Dymally (Vice Chairman), Marks, McCarthy, Moscone, Schmitz, Sherman.

FINANCE – (13) – Grunsky (Chairman), Teale (Vice Chairman), Burgener, Carrell, Collier, Coombs, Cusanovich, Lagomarsino, Marler, Short, Stiern, Way, Wedworth.

GOVERNMENTAL ORGANIZATION – (13) – Sherman (Chairman), Danielson (Vice Chairman), Burns, Carrell, Dolwig, Kennick, Marks, Marler, Mills, Schrade, Sherman, Teale, Wedworth.

HEALTH AND WELFARE – (11) – Beilenson (Chairman), Dolwig (Vice Chairman), Cologne, Cusanovich, Dills, Kennick, Nejedly, Petris, Richardson, Song, Whetmore.

INDUSTRIAL RELATIONS– (9) – Short (Chairman), Harmer (Vice Chairman), Bradley, Cusanovich, Deukmejian, Dills, Richardson, Rodda, Song.

INSURANCE AND FINANCIAL INSTITUTIONS – (9) – McCarthy (Chairman), Stevens (Vice Chairman), Bradley, Burns, Danielson, Dolwig, Harmer, Mills, Schrade.

JUDICIARY – (13) – Cologne (Chairman), Petris (Vice Chairman), Beilenson, Bradley, Coombs, Danielson, Deukmejian, Grunsky, Lagomarsino, Moscone, Sherman, Song, Stevens.

LOCAL GOVERNMENT – (11) – Schmitz (Chairman), Nejedly (Vice Chairman), Alquist, Burgener, Deukmejian, Dymally, Marks, McCarthy, Rodda, Sherman, Wedworth.

NATURAL RESOURCES AND WILDLIFE – (9) – Lagomarsino (Chairman), Richardson (Vice Chairman), Beilenson, Cologne, Dills, Nejedly, Petris, Rodda, Wedworth.

PUBLIC UTILITIES AND CORPORATIONS – (5) – Dills (Chairman), Walsh (Vice Chairman), Deukmejian, Marks, Schmitz.

REVENUE AND TAXATION – (11) – Stiern (Chairman), Deukmejian (Vice Chairman), Bradley, Carrell, Collier, Coombs, Cusanovich, Moscone, Petris, Stevens, Way.

RULES – (5) – Schrade (Chairman), Kennick (Vice Chairman), Dolwig, Stevens, Teale.

TRANSPORTATION – (13) – Collier (Chairman), Carrell (Vice Chairman), Alquist, Dills, Kennick, Marks, Marler, Mills, Sherman, Short, Walsh, Way, Whetmore.

WATER RESOURCES – (9) – Coombs (Chairman), Mills (Vice Chairman), Alquist, Cologne, Harmer, Lagomarsino, Nejedly, Petris, Sherman.

SELECT COMMITTEES

HANDICAPPED CHILDREN – (5) – Burgener (Chairman), Petris (Vice Chairman), Rodda, Short, Stevens.

ENVIRONMENTAL CONTROL – (7) – Carrell (Chairman), Nejedly (Vice Chairman), Beilenson, Danielson, Lagomarsino, Marler, Schmitz, Richardson.

RAPID TRANSIT – (5) –Alquist (Chairman), Sherman (Vice Chairman), Carrell, Marks, Mills.

URBAN AFFAIRS – (7) – Walsh (Chairman), Wedworth (Vice Chairman), Bradley, Cusanovich, Dymally, Harmer, Moscone.

SALINITY INTRUSION IN AGRICULTURAL SOILS – (7) – Mills (Chairman), Dolwig, (Vice Chairman), Cologne, Stiern, Way, Short, Nejedly.

EXECUTIVE DEPARTMENTS

Budget Message

On February 3, Governor Reagan submitted his proposed budget for the state for fiscal year 1970-71. The total for all expenditures is $6,480,325,654, of which $4.8 billion is allocated to General Fund expenditures, $1.35 billion is to be spent from the various special funds and $327 million is to come from bond funds for capital outlay. In general the new budget presents a mixed picture of firm spending restraints and fragile budget balancing.

In his budget message Reagan described this as a "hold-the-line" document reflecting priorities which emphasize programs "of great merit and deep concern to the citizens of this state." The budget total is down $37 million from estimated expenditures for the current year, but this largely reflects a cut of $117 million in bond fund expenditures for capital outlay and an apparent reduction of $101 million in special fund expenditures. General Fund expenditures, which are the heart of the budget, are up $180 million, or 3.9 percent. Expenditures for state operations from all sources are budgeted to increase by $119.9 million, or seven percent; local assistance costs are to go up $219.6 million or six percent; capital outlay is to drop $376.6 million or 35 percent.

SUMMARY OF PROPOSED EXPENDITURES, 1970-71 (Millions)

	General Fund	Special Funds	Bond Funds	Totals
State Operations	$1,432	$ 389	$ *	$1,821
Local Assistance	3,317	660	*	3,977
Capital Outlay	48	307	327	682
Totals	$4,797	$1,356	$327	$6,480

The state's General Fund again shows a deficit, which is to be balanced by spending down much of the surplus remaining from the 1967 tax increases. The 1970-71 General Fund deficit is estimated at $90 million, down substantially from the record deficit of $274 million for the current year, but sufficient to reduce the remaining surplus from $113 million to $20 million. Even this modest balance is in jeopardy, however, if economic conditions worsen or the voters reject Proposition 7 at the June primary.

Hold-the-Line

With evident pride in the accomplishment, Reagan announced that the total number of state employees — excluding college faculty — is to be reduced slightly from the current year. The reduction will bring the total down from 182,240, to 181,407, with the major source of the cut a reduction of 1,009 state mental hospital employees. The Governor was unsuccessful, however, in reducing this state employment figure to the 1967 level as he had hoped.

The sharpest reduction in spending is to occur outside the General Fund and state operations. It is in capital outlay, where proposed expenditures for 1970-71 are the lowest in at least 20 years. The total capital outlay budget is $682 million as compared with $1,058 million for the current year and $901 million for 1968-69. Capital outlay expenditures from the General Fund are down to $48

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Governor's $6.5 Billion Plan

million, less than the amount to be spent from the same fund for debt service ($98 million). Perhaps the hardest hit is the University of California for which no new campus facilities are to be started in 1970-71 with state funds. This fact may have had something to do with the Regents' action to increase tuition in the fall of 1970 and to make the income available for capital outlay.

EXPENDITURE FOR STATE OPERATIONS & LOCAL ASSISTANCE
ALL FUNDS (Millions)

	1968-69	1969-70	1970-71	Change Amt.	Change %
Education	$1,612	$2,327	$2,350	$23	1.0
Transportation	278	317	318	1	.3
Corrections	143	163	167	4	2.4
Health & Welfare	1,110	1,314	1,474	160	12.2
Resources & Agric.	134	155	136	-19	-12.2
Business & Commerce	43	48	47	-1	-2.1
Admin. & Fiscal Mgmt.	70	76	76	–	–
Property Tax Relief & Shared Revenue	751	851	935	84	9.9
Debt Service	77	87	98	11	12.6
Legislature	21	27	27	–	–
Industrial Relations	24	26	23	-3	-11.5
Other	49	65	67	2	3.1
Salary Increases	–	–	81	–	–

Expenditures for state highway construction from highway funds, $283 million, have also been cut back in the budget year. This has been accomplished in large part, apparently, by shifting a portion of 1970-71 expenditures back to 1969-70. Estimated 1969-70 expenditures have risen accordingly from $325 to $436 million. In response to the lower budget year figure, Assemblyman Mike Cullen has introduced a bill to lower the motor vehicle fuel and use tax from $.07 to $.05½ per gallon.

General Fund Expenditures

General Fund expenditures account for nearly three-fourths of total budgeted expenditures for 1970-71. The major cost categories include the following:

Education (50%): Budgeted General Fund expenditures for education amount to $2,343 million, down $27 million from estimated expenditures for the current year. This reduction reflects the fact that $92 million in additional public school support was provided on a one-time basis for the current year. Moreover, continuing subventions to the public schools are up only $33.9 million, or two percent, the smallest increase in more than a decade and a direct result of a tapering off of school growth rates. Support for higher education is to increase by $32 million or five percent. State support for the University is to increase by only $3.3 million, while support for the state colleges goes up $25.8 million. To meet these figures it will be necessary to eliminate summer quarter enrollment in both segments, but back graduate enrollment at the University and forego any new program of consequence.

Health and Welfare (31.1%): General Fund expenditures for health and welfare are to increase by $160 million, from $1,313 million to $1,473 million. This increase is made up of a rise of $65.4 million, or 17 percent, in health care services; $20.4 million, or 13 percent, in assistance to local agencies for mental health services; and $80 million, or 14 percent, in local assistance for social welfare programs. The sharpest increase is to be found in aid to families with dependent children, which is expected to go up $70 million or 28 percent. The only major reduction in costs is a $10 million cut in support for the state mental hospitals.

Property Tax Relief (6.8%): A total of $319.6 million is budgeted for property tax relief for 1970-71, an increase of 31% over the current year, making this the fastest rising item of state expenditure. Included within the total are $10 million for senior citizens property tax relief, $96.6 million to permit business inventory tax reductions and $213 million in homeowner's property tax offsets. These items first appeared as General Fund costs in 1968-69 as a consequence of legislation enacted in 1967 and 1968. They now constitute the third largest area of General Fund expenditure.

Corrections (3.6%): Budgeted expenditures for corrections amount to $166.9 million for 1970-71, up only 2.2 percent from the current year. The greater part of the increase, $2 million, is in assistance to counties for the maintenance and operation of juvenile facilities. Approximately $1.6 million in new funds will be provided for state correctional institutions based upon an expected increase in the number of prisoners and for parole workload.

Salary Increases (1.2%): A last minute addition to the budget provides $60 million for a salary increase averaging five percent for state employees, including college and University faculty. State employees representatives had asked for an increase of thirteen percent, pointing out that inflation alone justified a six percent increase.

Other Items (8.3%): General Fund expenditures for resources are to be reduced from $83.4 million to $80 million. General Fund debt service costs are to go up sharply, from $77 million in 1968-69 to $87 million in 1969-70, to $98 million in 1970-71. The cost of operating the Legislature is expected to decline slightly, while the cost of the Governor's and Lt. Governor's offices is to increase by $.5 million, or thirteen percent.

Statutory Requirements

In his budget message, Governor Reagon commented "there are some areas of great need, such as aid to local schools and environmental improvement, which could have beneficially used a substantial portion of the increases which it was necessary, under law, to allot to welfare and

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medical aid." In saying this, he was echoing the complaint which has become a regular feature of the budget message — the fact that the annual budget bill deals with only about 53 percent of total state expenditures (excluding bonds), the rest being governed by constitutional and statutory provisions. As much as they decry this condition, governors also find ways of continuing it. For example, Reagan added $96.6 million in statute authorized General Fund costs with the 1968 legislation to reduce business inventory taxes by 15 percent. Moreover, his references to welfare costs may obscure the fact that 66 percent of the statutory costs to the General Fund are for education.

Revenues

In preparing its revenue estimates for 1970-71, the Department of Finance put together two separate economic forecasts and then, according to Finance Director Verne Orr, "split the difference" between the high and low figures. This remarkable method of revenue estimating permitted the Governor to present a balanced budget with no tax increase, thanks to the fact that there will be enough of a surplus remaining to finance one additional year of General Fund deficit. Enough, that is, if "splitting the difference" in revenue estimates is all that is needed.

STATE TAX GROWTH: 1966-1970

	STATE TAXES *per Capita*	STATE TAXES *per $100 Personal Income*
1966	$201	$5.89
1967	241	6.69
1968	262	6.75
1969	271	6.54
1970	287	6.58

This approach anticipates no major changes in the roles of the various state taxes. Sales and use taxes are to provide 39 percent of General Fund revenues and 30 percent of total revenue. The yield from personal income taxes is expected to rise from 27 percent to 30 percent of General Fund revenue and account for 23 percent of total revenue. Revenues from the bank and corporation tax are expected to drop slightly from 14 to 12.4 percent of General Fund revenue and from 10.6 to 9.5 percent of total revenue. Cigarette tax revenue also continues to decline in total amount and in importance, going from 4 percent of General Fund revenue in 1968-69 to 3.4 percent for 1970-71.

The General Fund began 1968-69 with a cash balance of $137 million and 1969-70 with $309 million. The 1970-71 fiscal year is expected to start with the General Fund in a "borrowed" position with $42 million in loans outstanding. It is expected to be in a borrowed position for ten of the next twelve months, ending the year with a cash balance of $42 million. Despite the break given the General Fund on borrowing from special funds, interest costs on General Fund loans are to rise from $2.5 million to $13.2 million. These figures were calculated before it was agreed to grant $60 million in salary increases, raising the monthly cash flow by $5 million. In sum, the General Fund will be in a very precarious position throughout the year.

House of Cards

Legislative Analyst A. Alan Post has called the Governor's revenue and expenditure estimates for the General Fund "a house of cards built on a bed of sand." In his statement to the Assembly Ways and Means Committee on February 24, Post pointed out that the General Fund is balanced only by consuming most of the remaining surplus, assuming revenues will accrue at the midpoint between high and low estimates, assuming that Proposition 7 will pass, reducing capital outlay to the lowest level in twenty years, and reducing educational apportionments below the current year's level. According to Post, small changes in these assumptions could quickly change the estimated year-end surplus of $28.4 million into a "significant deficit."

Post was also critical of the steady increase in "non-productive, dead weight costs" which have forced reductions in other more productive activities. In the former category he included welfare and medical assistance to "dependency groups", teachers retirement costs and debt service. Among the programs which "hold the most promise for improving the productivity of our citizenry and breaking the cycle of dependency" and which are not adequately funded, Post noted the Miller-Unruh reading program, higher education capital outlay, educational opportunity programs and year-round operation of the colleges and University.

The Legislative Analyst's detailed comments on the Governor's Budget will be submitted to the Legislature early in March. Post has indicated that he will propose $28.5 million in additional cuts and $1.5 million in augmentations to the Governor's Budget.

Budget Process

The Budget Bill follows a somewhat different course through the legislative thicket than that for other bills (see chart, page 59). Identical bills, drawn up in accordance with the Governor's Budget, are introduced in each house. They are promptly sent to the two fiscal committees, Assembly Ways and Means and Senate Finance, for hearing. For this purpose, the full committees are subdivided into sub-committees. The hearings generally extend from early March through to mid-May and provide extended opportunity for detailed testimony by representatives of the agencies, the Department of Finance and the Legislative Analyst, based for the most part on the Legislative Analyst's recommended amendments. It is during this period that the Legislature draws up its budget, in effect, based upon the Governor's original proposals.

Amendments adopted by the sub-committees are usually accepted by the full committees and passed on to the floor of each house, where a two-thirds vote is required for passage. If the process goes smoothly, as it usually does not, each house may pass its bill and send it to the other house by the end of May. As the two bills now differe, they are in turn refused concurrence and sent to a Senate Assembly conference committee.

The negotiations between the Senate and the Assembly, between the two parties, and between north and south, which take place in conference committee behind closed doors, are often the most significant of the entire process. Ordinarily the conference committee requires at least a full week for its work.

When the amended bill comes from conference committee it goes back to the two houses for concurrence and then to the Governor. The Governor may reduce or eliminate entirely one or more separate items of appropriation before signing the bill. The Governor must submit a statement of his actions and reasons to the Legislature. Items reduced or eliminated are then subject to reconsideration by the Legislature in the same manner as other bills and, in theory, may be passed over the Governor's veto.

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Tax Reform

Republicans Outline Program

On Tuesday, February 3, the same day the budget was submitted to the Legislature, the Governor revealed his tax program for 1970-71. Probably the most significant fact about the package is that all but $3 million of the additional $648 million in revenues for 1970-71 is to be paid out in "tax relief".

The Governor's program represents the culmination of some six months of study by the state's tax experts and many weeks of negotiation between the Republican legislative leadership and the Governor's office. Work on the program began almost immediately after the close of the 1969 session of the Legislature when various tax "reform" proposals went down to defeat. A special task force of experts headed by Dr. Harold Winkler was given the task of preparing an extensive menu of alternatives for consideration by Legislative leaders.

This work was completed in the fall, at which time the work of the Governor's representatives and the Legislative leadership began. In prior years the Governor had not actively sought support and advice from his party leaders in the Legislature. This year, however, there has been striking evidence of much closer cooperation. Significantly, the resulting package was made public in a press conference attended by the Governor, Assemblyman William Bagley, who will carry the legislation when it is introduced, Assembly Speaker Bob Monagan, and recently deposed Senate President pro Tem Howard Way.

PROVISIONS: TAX INCREASES

Sales Tax — The Governor's plan calls for an increase of one cent in the state sales tax. This will raise the total sales tax to $.06 and will provide nearly 70 percent of the total increase in revenue for the first year, 1970-71.

Bank and Corporation Tax — The state's bank and corporation franchise tax rate is to be increased from seven percent to 7½ percent effective July 1, 1972. The Bank and corporation tax applies to net profits from operations in California.

Oil Depletion Allowance — At present, oil and gas producers are allowed to deduct 27½ percent of their gross revenue, up to 50 percent of their net, from income subject to taxation. This allowance can run as high as 40 times the investment cost. It is now to be limited to no more than five times the cost of the property being depleted.

Income Tax — Withholding — Withholding of state personal income tax payments is to begin January 1, 1971. The 1970 tax obligation, due in April, 1971, is to be reduced by 36 percent, or about $400 million, however, so that the state will not obtain a "windfall" resulting from the overlap of the old annual payments with the new withholding system.

Income Tax — New Rates — At present state personal income tax brackets stop at ten percent. Beginning July 1, 1971, taxable incomes above $32,000 (joint returns) will be subject to an 11 percent rate. Beginning July 1, 1973, taxable incomes above $36,000 are to be subject to a 23 percent rate.

Income Tax — Capital Gains — Income tax rates for capital gains are to be revised so that gains from investments held for less than one year will be taxed at 100 percent of the rate for regular income, but the rate will be reduced progressively with the length of time the investment is held. Investments held for a period of one to two years will be taxed at 80 percent, those held two to five years will be taxed at 65 percent, those held five to ten years will be taxed at 50 percent, and those held for more than ten years

SUMMARY OF GOVERNOR'S TAX PROGRAM
(Millions)

	1970-71	1971-72	1972-73	1973-74
Tax Increases:				
Sales tax increase from $.05 to $.06 (July 1, '70)	$450	$480	$515	$550
Increase in bank and corporation tax of ½% (July 1, '72)	—	10	52	53
Reduction in oil depletion allowance (July 1, '70)	15	16	17	18
Revision of capital gains tax (July 1, '70)	20	23	26	30
Income tax withholding (Jan. 1, '71)	150	208	170	178
Increase income tax for higher brackets (July 1, '71; July 1, '73)	—	43	68	96
Conformity with federal income tax	13	15	19	26
Increase in income tax from other changes	—	35	43	49
	$648	$830	$910	$1,000
Tax Reductions:				
Reduce homeowners' property taxes	$338	$422	$461	$ 502
Tax credit for renters	85	88	90	92
Reduce inventory tax (Jan. 1, '71)	—	64	122	137
Reduce local costs for welfare & Medi-Cal	164	191	221	256
Reduce taxes on agricultural and other "open space" land	8	13	15	17
Statewide property tax for schools	—	—	—	—
	$645	$778	$909	$1,004
Net Increase in Revenue	$ 3	$ 52	$ 1	$ −4

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will be taxed at 40 percent of the regular rate. At present, all capital gains held for more than six months are taxed by the state at 50 percent of the regular rate.

Income Tax — Conformity with Federal Tax — Selected changes in the federal income tax which were adopted in 1969 will be applied to California's tax structure beginning July 1, 1970

Income Tax — Increase from Other Changes — The interaction of the tax changes and the increased "tax relief" deductions will produce a net increase in revenue which is not attributable to any single change. For example, the increase in homeowner's property tax deductions and the reduction in business inventory taxes will produce some increases in state income tax and franchise tax revenue.

TAX REDUCTIONS

Property Taxes — Homeowners — The local property tax exemption for homeowners is to be increased from the present $750 to $1,000, plus 20 percent of assessed valuation above $1,000. This is expected to reduce homeowner's property taxes by an average of 26 percent. Owner-occupied multiple dwellings, condominiums, farms and certain other residences are to receive a flat exemption of $1,500. These reductions will be made up from state tax revenues at an estimated cost of $388 million for 1970-71.

Income Tax — Renters — To extend the property tax relief to renters, each renter who filed a state income tax return in 1971 will receive a $50 tax credit to deduct from his computed tax liability. This will be in addition to the double standard deduction authorized for renters in 1969.

Business Inventory Tax — Local taxes on business inventories are to be reduced by 50 percent. A reduction of 30 percent is now in effect through 1971-72; this will add 15 percent to the reduction and extend its effectiveness beyond 1971-72 by providing for the necessary offsetting state payments to the counties.

Property Taxes — Welfare and Medi-Cal Costs — State contributions to the cost of welfare programs and Medi-Cal are to be increased, permitting local tax reductions and reducing the present wide disparity in county tax rates for welfare. Effective July 1 the state and the counties will share their portion of categorical aid costs at a uniform ratio of 75 percent state, 25 percent county. In addition, the state will pay 70 percent of each county's categorical aid costs above the equivalent of a $.25 tax rate (per $100 assessed evaluation) for that county. The state will also take over the counties' share of Medi-Cal costs ($105 million currently). The state will no longer contribute to county programs for the medically indigent, however.

Property Taxes — Agricultural and "Open Space" Land — The use-assessment provisions of the Williamson Land Conservation Act are to be available throughout the state. The state will pay counties and school districts $1.50 per acre of agricultural land and $.50 per acre of other restricted use land for property eligible for special tax reduction under this program.

Statewide Property Tax — In order to improve school finance equalization, the first $2.05 of school district property taxes will be treated as a statewide tax with the revenues to be distributed equally among all districts on the basis of pupil attendance.

WITHHOLDING ACCEPTED

Initial interest has focused upon the Governor's abrupt acceptance of personal income tax withholding despite his consistent opposition to this form of tax collection since taking office in 1967. In explaining this change, Reagan stated that he is still "philosophically" opposed to withholding but that the prospects of a serious cash flow problem between October 1970 and April 1971, and during the same period over the next two years, forced him to accept it. The alternative, according to the Governor, is a 10 percent increase in the personal income tax. Unquestionably, the persistent efforts of Assemblyman Bagley, Chairman of the Assembly Revenue and Taxation Committee, and the well-organized campaign waged this fall by the League of Women Voters were also important factors.

IMPACT OF TAX "REFORM"

An analysis of the estimated net impact of the tax increases and reductions indicates that the total package will generally be somewhat regressive in character. This is largely a result of the property tax exemption plan which clearly favors individuals with large investments in their homes. The possibility of providing a generally neutral tax relief plan, using a flat amount rather than a percentage, was rejected by the political leaders.

If a program such as this should pass the Legislature, it may have very serious implications for the future financing of state government. It will in effect use up most of the important state revenue sources in the interests of providing property tax relief. There will be very little opportunity for several years to gain additional revenue to finance the legitimate costs of state government. If the Governor is also successful in obtaining a two-thirds vote requirement for income tax increases, he will have erected a very strong barrier against the further growth of state expenditures.

PROSPECTS FOR PASSAGE

The Governor's proposals are now being drawn up in bill form for introduction early in March. Although hearings may begin in April, it now seems likely that there will be no major action on tax legislation or the budget prior to the June primary. If Proposition 7 to increase state bond interest rates fails, or if there is a further downturn in the economy in the meantime, the whole matter of revenues and expenditures will require reconsideration.

Apart from this, the package appears to have about an even chance of passage in its present form. Opposition on the part of Democrats is likely to focus upon the heavy reliance upon the sales tax, the relatively minor tax relief provided for renters as compared with the large advantage to homeowners and, possibly, the depletion allowance limitation. Conservative Republicans are likely to find many faults also, and the defeat of Senator Way for the Senate leadership poses a serious threat to the package in the upper house. The proposed statewide property tax for schools, which has been defeated regularly for several years, is likely to be an early victim again.

Nevertheless, the Governor's turnabout on withholding, the increases in the bank and corporation tax and the very important revisions in state-county sharing of welfare and Medi-Cal costs, should give the package considerable strength. Opposition Democrats may be expected to play a waiting game, attacking the weaker points of the package but withholding their full response until the Governor's intentions and the alternatives are clearer.

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STATE ISSUES

Vital State Water Project in Fiscal Crisis Is Beset by Environmental Controversy

The California State Water Project is the largest single water conservation and conveyance project on earth. It was conceived to meet California's water needs — providing life-saving flood control to the water-rich North and essential water supplies to the arid South. While there is general support for these goals, debate rages on the means to achieve them.

Environmentalists complain that the dams and canals which conserve and transport northern waters are sullying California's last recreation and wilderness areas. Academics assert technological breakthroughs in desalination and water water reclamation will shortly make the projected capital construction obsolete. Industrialists object to the prospect of using a different type of water in their processing plants (thus sometimes requiring drastic technical changes) and to paying a higher price for water.

State Water Plan

In 1960, Californians approved a $1.75 billion bond issue to finance a 600 mile water system stretching from the foothills of the Sierra to the Mexican border. Designed to meet California's water needs until 1990, the multi-purpose plan is expected to develop 4.2 million acre-feet of water annually.

By 1990, annual water use in California is estimated to be 31.5 million acre feet, with the State Water Project supplying 13 percent of the State's water. Water will be apportioned in this way:

Southern California 59%
San Joaquin Valley 32%
San Francisco Bay and upper Central Valley 9%

Financing the State Water Project

The Department of Water Resources (DWR) determines the state's water requirements and financial needs on the basis of engineering, legal and social data. Broadly speaking, the funds obtained from the sale of general obligation bonds must be applied solely to capital costs. The revenues derived from the sale of the water can be applied to bond service. The federal government has assumed the responsibility for costs allocated to flood control, and the state will pay the non-reimbursable costs for recreation and fish and wildlife enhancement.

Revenue Sources for all Facilities to 1985	
General obligation Bonds (1960)	60%
Tidelands Oil (payments to the state for oil & gas royalties under tidelands leases)	25%
Revenue bonds secured by revenues received from sale of Oroville-Thermalito Power)	7%
Miscellaneous (federal flood control grants and advance payments from water service contractors for excess aqueduct capacity)	5%
Amount needed to complete project	3%

At this point, the project has investment capital problems, not revenue problems. Provided the water is delivered, all costs of operation, maintenance, pumping and power will be repaid with interest. Moreover, project revenues should be sufficient to help finance future SWP construction additions.

Since the late sixties, however, the project has been facing serious funding difficulties. California is receiving less Colorado water than originally planned, construction costs have risen abruptly, and $600 million of the authorized water bonds are unsold because of the 5 percent California bond interest ceiling. Further cost problems would arise if water agencies default in their payments or if contractors have difficulty fulfilling their contracts.

Today the project is progressing only because of a $100 million loan from the state's general fund. If Proposition 7 passes in June and lifts the bond interest ceiling, the rest of the bonds might be sold, thus solving the current dilemma. But even if the bonds are sold, the project will require more money in 1973.

State offocials are examining alternative ways of financing the rest of the project, keeping in mind the possible defeat of Proposition 7 and the inevitable 1973 deadline. These include:

- Persuading banks or other sources to buy the bonds at 5 percent (one other source might be the Public Employees Retirement System).
- Having the Legislature enact a temporary sales tax (two cents for six months).
- Appropriating additional tidelands revenues.
- Having the Legislature borrow from funds which are not now available (e.g., ask the people to loan the project money at 5 percent) .
- Requiring loans or capital prepayments by water supply contractors.
- Arranging for completion of the project by some agency other than the DWR.
- Obtaining a new general obligation authorization (perhaps one which would include pollution control and recreation development).
- Selling additional power revenue bonds based on power plants in southern California or on the West Branch of the California Aqueduct.

Obviously some of these possibilities are more realistic than others. Critics contend that the project was under-financed from the start and remind the department that supporters of the 1960 bond campaign pledged that the water users would pay for the project. Legislative Analyst A. Alan Post has pointed out, however, that it would cost as much to terminate the project as it would to complete it.
terminate the project as it would to complete it.

The final determination of the source of new funding will involve several considerations. The timing of construction and the extent of federal participation in both the Peripheral

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Canal and the Dos Rios Project must also be determined. Citizen willingness to further support the State Water Project may well be influenced by the decisions the state makes on these two controversial issues.

Peripheral Canal

Proposed as a joint facility of the federal Central Valley Project (CVP) and the State Water Project, the Peripheral Canal is designed to provide water quality control, fish and wildlife preservation and recreation for the Sacramento-San Joaquin Delta, and a source of water for southern California.

The Delta is 740,000 acres of land (some fifty islands) salvaged from marshes. Like a huge net hung from three pegs, it stretches between Sacramento, Tracy and Pittsburg and is fed by a number of rivers which enter its eastern boundary.

Early settlers and, later, the Corps of Engineers built dikes and levees which now protect the Delta's agricultural land. Intensified agricultural use of Delta water contributed to increased salinity there and, in the early thirties, salt water intruded nearly to Sacramento on the Sacramento River. When the Bureau of Reclamation built Shasta Dam in 1945, controlled fresh water flows repelled this intrusion.

Although the land use is 80 percent agricultural a large industrial complex. including oil refineries and produce canneries, is expanding in the eastern Delta. The Delta is also a major recreation area for fishing, boating, and water Skiing and its flows are important to California's sport and commercial fishermen.

The 1960 water bond election authorized a Delta water transfer facility as part of the California Water Project. An Interagency Delta Committee (Department of Water Resources, Corps of Engineers and Bureau of Reclamation) studied various types of facilities: upstream reservoirs to release fresh water into the Delta (hydraulic barrier), a dam at Chipps Island to make the Delta a fresh water reservoir (physical barrier), a series of smaller dams upstream in the Delta for the same purpose (Delta Waterway Control Plan), and the Peripheral Canal.

In 1964 the committee concluded the Canal was by far the best solution. It would be a complex engineering work including a canal, pumps, siphons, release gates, and recreational facilities. A committee report released in 1965 also recommended facilities to halt sea water intrusion and to provide substitute water supplies to the western Delta region.

Delta Water Quality

It is generally agreed that the diversion of Delta water will result in some reduction of in-channel fresh water supplies in the western Delta. If the Project operation does decrease the channel fresh water supply in the western Delta, the state has agreed to provide funds for the purchase of additional water. Federal financial participation in this venture has also been urged.

The cost of construction, operation and maintenance of the facility would be shared equally by the state and the federal government.

Current controversy over the Canal centers on the doubts opponents have concerning the proper operation of the Canal. Critics feel local control over Delta water quality will be lost and the inevitable result will be degradation of water both in the Delta and in the Bay area.

The Contra Costa Water Agency, Congressmen Jerome Waldie and Robert Leggett and State Senator John A. Nejedly have been very vocal in their opposition to the Canal. Congressman John Tunney and Assemblyman Jess Unruh have commented on the Canal, voicing concern that it be operated so that the Delta ecology is protected.

A hefty array of government experts support the Canal as the best way of transporting the water south, while protecting the water quality of the Delta. They point out that water quality problems in the Delta and the Bay are primarily the result of municipal and industrial polluters who prefer calling for increased flows of water instead of cleaning up their own discharges.

The Assembly and Senate Water Committees have approved the Canal, providing that the canal operations are based on meaningful water rights agreements and enforceable water quality objectives. Currently the State Water Resources Control Board is in the process of determining both rights and quality criteria there.

The role of the federal government, as a financial participant and a water conveyor, is also important. Nejedly has cited the Bureau of Reclamation's poor record in providing water for salinity control during certain dry periods. However, federal controllers previously have not been authorized to release waters solely for water quality considerations. The Assembly committee in its October 14, 1969, report recommended that this authorization be given.

It is likely that pressures on Washington for delay and the financial problems of the project will postpone the Canal's scheduled construction starting date of 1971. Even if it did proceed as planned, by 1986 project planners say the total demand of Delta water will exceed the firm yield of the initial SWP facilities, Oroville and San Luis Dams. The Department of Water Resources looks to the North Coastal area, especially the Eel River, for these future water supplies.

The Dos Rios Project

When the State Water Project was authorized, it was understood the Delta would require additional water by the mid-1980's. In 1964 the development of the Upper Eel River was designated by the DWR as the first additional conservation facility of the project.

The Corps of Engineers has done the expensive initial studies on the Eel River; they propose to build a 730 foot high earth and rock fill Dos Rios Dam on the Middle Fork of the Eel River, flooding Round Valley. Storing 7.6 million acre-feet, the dam would equal the combined capacity of Shasta and Oroville dams. The Corps would pay for dam construction for flood control purposes, and the state would finance and construct the conveyance system needed to deliver the water to the Delta.

The proposed Dos Rios Dam and Reservoir is becoming a classic confrontation between water planners who look to construction of the project as the best solution to water supply needs and conservationists who consider any further construction unnecessary and destructive of natural wilderness.

Here are some of the issues at stake:

- Will Dos Rios Dam solve the Eel's flood control problems? Proponents say yes; opponents say no.
- Are plans for moving Covelo and the Indian community fair? Opponents say this is a "new

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colonialism": the possible recreation or construction jobs are minimal and of short duration. Proponents say only twelve Indian families will need to relocate, and many landowners favor the dam.

- Is Round Valley a major agricultural or scenic resource? Opponents say it is a unique valley with land rare to the North Coast; proponents say the short growing season makes it poor farm land.
- Will the dam protect fish and wildlife which abound there now? Proponents say the plans will enhance fish runs already blighted by flood damage and will include land for wildlife; opponents say wildlife plans are inadequate and the dam will ruin one of the last wild rivers in the state.
- What would be the loss if the 800 archaeological sites in the area are inundated? Opponents say there is not enought time to work these sites and the Corps has budgeted insufficient funds; proponents say there is enough time and state funds should be available to supplement the research.

Dos Rios Alternatives

Assembly and Senate committees approved the Dos Rios Project with reservations, although later some of the Senate committee members rejected it. Responding to the criticism of conservationists, Governor Reagan postponed further state action on Dos Rios and requested data on other ways of meeting the project's needs.

Late in 1969 the Department of Water Resources submitted six alternatives, all of which concentrated on other ways of developing the Eel River. Department spokesmen adamantly assert that, aside from desalting (a possible source of large amounts of useable water by the year 2,000) only the North Coast has water in sufficient quantities to meet the needs of the project.

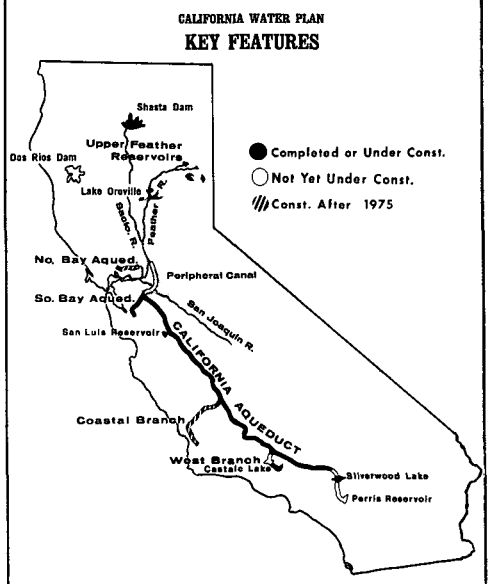
Economists and laymen outside of government are critical of the Department's position. They maintain that the Department purposely ignored the Governor's intent by not examining other likely sources of water, and they call for a thorough investigation of other alternatives. Moreover, critics believe there are several choices which, alone or in combination, could meet the project's 1986 demands:

- Desalting by the year 2000. Too costly for current water supplies, the prospects for use later are excellent.
- Waste water reclamation, combined with ground water management.
- Irrigation conservation through use of plastic pipe and other improved irrigation practices. Important in California where 90 percent of water used is agricultural.
- Better economic reallocation of water. Institutional and legal changes in the areas of water rights and water transfers should make more water available.
- Conventional water development in the upper Central Valley, where undeveloped major reservoir sites have been authorized by the Bureau.

1970 is a year of important water choices about facilities and financing. In June the voters will have their say on the 5 percent bond interest ceiling; state officials will continue searching for additional sources of funds; and pending government decisions in Sacramento and Washington regarding Dos Rios and the Canal will greatly affect California's Water Project in coming decades.

CALIFORNIA STATE WATER PROJECT CONSTRUCTION SCHEDULE

Facility	Scheduled completion date
Upper Feather River Facilities	3 completed
5 dams and reservoirs	2 not yet scheduled
Oroville Dam — 3,538,000 acre feet	
Dam and 2 power plants	completed
North Bay Aqueduct — 27.7 miles — serves Solano & Napa Counties	
Phase 1—	completed
Phase II —	1980
South Bay Aqueduct — 51.5 miles	
serves Alameda & Santa Clara Counties	
Delta Facilities	
Delta pumping plant, Bethany Reservoir, Clifton Forebay	completed
Peripheral canal 43 miles	
scheduled to begin in 1971	
San Luis Dam — 3,040,500 acre feet	completed
California Aqueduct — main line — 444 miles	
North San Joaquin Division (66.8 miles)	completed
San Luis Division (105.7 miles)	completed
South San Joaquin Division (120.1 miles)	completed
Pumping Plant	1972
Tehachapi Division (10.6 miles)	1976
Mojave Division (105.7 miles)	1975
Santa Ana Division (35.3 miles)	1973
California Aqueduct — branches — 131 miles	
West Branch (31 miles)	1973
Coastal Branch (100 miles)	1980
San Joaquin Drainage Facilities	not yet scheduled
Middle Fork Eel River Development	not yet scheduled



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Teacher Credentialing

Reform Introduced Again

One of the most controversial and important education bills before the Legislature in 1970 is AB 122, an omnibus teacher credentialing reform proposal. Authored by Assemblyman Leo Ryan of South San Francisco, Chairman of the Joint Committee on Teacher Licensing and Public School Employment, AB 122 sharply reduces the number of school credentials, establishes a new Commission for Teacher Preparation and Licensing to take over the licensing duties of the State Board of Education, and abolishes the Teachers Professional Standards Commission. In place of existing credential requirements, the bill provides that new credentials may be issued to college graduates who can pass "subject matter competency" examinations.

The bill was first introduced as AB 740 in the 1969 session. AB 740 received strong bipartisan support in the Legislature, moving through the Assembly Education, Assembly Ways and Means, Senate Education and Senate Finance Committees without a "no" vote. The Assembly passed the bill 43-14, and the vote on the Senate floor was 27-2. Assembly concurrence in Senate amendments was 59-0.

This action was suddenly reversed, however, when the Governor vetoed the bill before it could become law. The Governor said that his veto was not meant to discourage consideration of change "in an area needing it badly" and expressed hope that at the next session "we will have a strong consensus around a clearly understood and well developed program of legislation." One explanation of this statement was that the Governor wanted his own bill in this area.

JOINT COMMITTEE STUDY

The present bill is the product of two years of study by the Joint Committee on Teacher Licensing and Public School Employment, an *ad hoc* committee with a carefully balanced conservative-liberal membership. The chairmen of the Senate and assembly Education committees, Senator Albert Rodda and Assemblyman Victor Veysey, are members of the Committee. Last year the bill was carried on the Senate floor by Senator John Harmer, who has since left the committee.

Supporters of AB 122 see it as a major reform of the Fisher Bill (which presently governs credentialing), providing much needed flexibility and directness instead of the existing clutter of rules and regulationss. For example, under current law it may take six months for a credential applicant to receive a credential — not-withstanding the fact that in the last six years the state credentialing staff has grown from 74 to 204 positions while the increase in applications for credentials has been relatively modest (from 114,000 to 128,000). Touted as a major reform when it was enacted in 1961, the Fisher Bill has been the object of continued attack by professional associations and the schools of education. Many of its expected reforms have not materialized because its opponents have been able to undermine its principal provisions.

Organized support for AB 122 includes the California School Boards Association, the California Teachers Association and the Board of Governors of the Community Colleges. Many of those who originally opposed the Fisher Bill now support it, however, in preference to AB 122. The State Department of Education, the State Board of Education, and School Administrators Association and The Deans of Education of the California State Colleges were opposed to AB 740 at the last session. They, together with the State Superintendent of Public Instruction, support more traditional approaches to certification, although the State Board may change its position this year.

OPPOSITION TO THE BILL

Opponents of the bill maintain that it will gut teacher education programs because the bill states that "no more than nine units of professional education courses may be required as prerequisites for admission to student teaching." The Fisher Bill provides that preparation will consist of a minimum of nine units of professional education, plus student teaching. Schools of education presently require

AB 122 PROVISIONS

If passed by the Legislature and signed by the Governor, AB 122 will create a fifteen-member commission to license California teachers and other school personnel. The commission is responsible to the Board of Education for policy guidance, but is outside of the Department of Education. It is composed of six certified personnel, at least four of whom must be full-time teachers, four college or university professors, two school board members, and three public members, appointed by the Governor from a list of nominees supplied by the Board of Education.

Candidates for credentials will apply *directly* to the commission. The subject matter requirements for preliminary credentials include an AB in a field other than professional education and either an approved teaching major from an approved institution or satisfactory passage of a subject matter competency examination. In addition, professional preparation consisting of either nine units of education courses and full-time student teaching or an approved internship program is required. Life credentials require the completion of a fifth year of study beyond the AB. Similar standards apply to counselors and administrators.

The competency examinations for teachers will be of three kinds:

a) Departmentalized classroom teachers (high school and most junior high school teachers) will have to demonstrate competence in *any* of the following: English, physical and natural science, mathematics, social studies, industrial arts, physical education, business, music, art, home economics, and languages.

b) Self-contained classroom teachers (elementary) would have to demonstrate competence in English, social studies, art, general science, mathematics *and* reading.

c) Specialist or advanced teaching service authorizations and standards would be developed by the commission. This category includes reading specialists.

The examinations are to be objective, pass-fail, confidential, free from cultural, class or ethnic bias, and nationally adminstered, if practicable. The cost of examinations would be borne by the examinees.

Waivers of all requirements are available to highly qualified individuals under the provisions of the "eminence teaching credential" and the "eminence administration credential."

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substantially more than nine units as prerequisites to student teaching.

Some have threatened to undercut AB 122 by requiring "co-requisites" to student teaching. According to Assemblyman Ryan, a prime purpose of the nine unit professional education limitation is to "get professional education off the campus and into the schools where it belongs."

GOVERNOR'S COMMISSION

The Governor's Education Reform Commission has studied AB 740 and AB 122 and supports the present bill contingent upon the inclusion of three significant changes: (1) outright elimination of administration and pupil services credentials, (2) elimination of "life" credentials, and (3) modification of the nine unit professional education prerequisite limitation.

It appears that the Governor's Reform Commission and the Joint Committee on Teacher Licensing are very nearly in agreement, and it is possible that the Joint Committee will accept certain of the Reform Commission's suggestions if that will gain the Governor's support, either publicly or privately.

The unknown quantity at this time is the reaction of the organized educational groups to the more radical proposals of the Governor's Commission. Every state "credentials" its school administrators, and there will no doubt be a strong emotional reaction to eliminating the administrative credential in California. On the other hand, teacher groups will find it awkward to oppose a reform which would give added status to the teaching credential.

NATIONAL INTEREST

National attention has been attracted by AB 122 and its predecessor, AB 740, as significant educational reform measures which are responsive to the public's mood of dissatisfaction with the schools. The Ford Foundation recently commissioned a comparative study of this teacher licensing reform proposal and a similar proposal before the Massachusetts State Legislature.

Several prominent educational innovators, including Dr. James Koerner and Dr. Seymour Gang, have indicated strong support for this legislation.

The political climate for change in teacher licensing is ripe, and it now appears likely that some legislation in this field will be enacted during the 1970 Session of the Legislature. The first legislative hearings on AB 122 are expected to be held early in March.

Exhaust Controls Offered

Improvement of Californa's environmental quality will provide the largest source of bills for the 1970 legislative session, and controlling air pollution is the most popular area of environmental quality legislation. To date there have been over 50 bills introduced concerning air pollution.

Automobiles are the chief source of air pollution in the State. California currently has the most stringent controls in the world on automotive emission. These controls, embodied in AB 357 (Foran, et al.) of the 1968 session, extend through 1974. The bill set controls on the three major sources of automotive pollution: hydrocarbons, carbon monoxide and oxides of nitrogen. By 1974, the controls on new cars will reduce automotive emission in comparison to cars without emission control devices as follows: hydrocarbons – 85%, carbon monoxide – 75%, oxides of nitrogen – 65%.

In 1969 Senator Nicholas Petris introduced SB 778 to ban the internal combustion engine by 1975. That bill passed the Senate, surprisingly, but died in the Assembly. As a result of that action, however, House Resolution 451 was introduced by the Assembly Transportation Committee. That resolution called upon the Air Resources Board to " . . . undertake a study to determine the necessity and technological feasibility of establishing stronger vehicle emission standards following the year 1974." The feasibility of establishing stronger standards was considered by the Technical Advisory Committee of the ARB. Its recommendations to the Board are embodied in the staff report *Control of Vehicle Emissions After 1974.*

On January 21, 1970 the Air Resources Board adopted the recommendation of its Advisory Committee calling for new car vehicle emission controls approximately twice as stringent as the existing standards for 1974. Current federal law (The Clean Air Act) requires that any proposed state standard exceeding federal standards be approved by the Secretary of Health, Education and Welfare, based on considerations of need and technological and economic feasibility. If the standards are approved by the Department of Health, Education and Welfare they will provide California with new car controls which will reduce emission in comparison to uncontrolled vehicles as follows: hydrocarbons – 95%, carbon monoxide – 85%, oxides of nitrogen – 75%. These standards if approved, will bring the internal combustion engine close to its theoretical limit in the control of emissions. Controls beyond these will probably require a change to another power source, such as the electric, stam or gas turbine engine.

With the basic control procedures established for automotive emissions, legislative concern is turning to other areas in the control of automotive-caused air pollution. Some of the more controversial measures have been introduced by the Assembly Transportation subcommittee on Air Pollution including bills calling for disclosure of new vehicle emission data (AB 76), elimination of lead from gasoline (AB 79), the regulation of agricultural burning (AB 84), and the establishment of a $6,000 daily civil penalty (AB 88).

Tax Plan – Prop. 8 Qualifies for Ballot

The California Teachers Association and the County Supervisors Association of California have finally succeeded in their battle to qualify a tax reform initiative for the June 2 primary ballot.

Assistant Secretary of State H.P. "Pat" Sullivan reversed the stand he had taken in January and allowed the plan to appear on the ballot as Proposition 8. Sullivan had maintained that the CTA-CSAC proposal failed to attract sufficient signatures by January 22, the deadline for submission. However, leaders of the campaign continued to gather signatures and, with the arrival of 77,100 names from Los Angeles County on February 27, the goal of 520,276 signatures was reached with 19,257 to spare.

The major short-run effect of Proposition 8 in combination with Proposition 7, which would increase the ceiling on bonds from 5 to 7 percent, will be to postpone final legislative consideration of the Governor's tax plan and the budget until after the June 2nd election. If the CTA-CSAC plan should pass, a completely new reform package might come from the Legislature for the November ballot. (For details of the CTA-CSAC plan, see CALIFORNIA JOURNAL, January, Page 13.)

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Conflict of Interest Issue Flares

The conflict of interest issue flared again last month after Governor Reagan approved a bill which granted several hundred candidates for state and local public offices a one month reprieve from complying with the 1969 disclosure of financial interests law.

The bill (A.B. 51), authored by Republican Assemblyman Eugene Chappie, extends the filing date for candidate's disclosure statements from March 2 to April 6. Statements would be required, however, before most municipal elections on April 14.

Approval of the Chappie conflict of interest bill represented the latest chapter in one of the most rapidly developing political issues in the 1970 gubernatorial campaign.

Democratic gubernatorial candidate Jess Unruh, author of the 1969 disclosure law, immediately charged that passage of the Chappie bill represented "covert efforts" by Republicans to postpone the reporting date of his 1969 conflict of interest legislation. He further claimed Republicans were "quietly emasculating" key provisions of his 1969 law.

Republican Assembly Speaker Bob Monagan countered that the delay was necessary in order to correct numerous ambiguities in the Unruh disclosure legislation and to allow additional time for local public agencies to interpret the requirements of the new disclosure law.

Considerable pressure has been brought against legislators by county and city governments seeking revisions in the controversial 1969 disclosure law. Many local governments have been highly critical of the new law, claiming it is hopelessly vague and results in an unjustified invasion of privacy. The city councils of Chico and Carmel-by-the-Sea passed resolutions in late January urging the Legislature to clarify and revise many provisions in the disclosure statute. The League of California Cities has also been actively lobbying in support of remedial legislation.

In addition to seeking legislative remedies, the City of Carmel-by-the-Sea filed a complaint for declaratory relief which is now on appeal to the California Supreme Court. Attorneys for the city contend that the 1969 disclosure law is unconstitutional because it is vague and uncertain and unlawfully invades a public official's right to privacy. This position is contradicted, however, by recently released opinions of the Legislative Council and the Attorney General. The Attorney General's opinion, released February 5, contends the 1969 disclosure law is constitutionally valid although it concedes that "certain specific language of (the disclosure law) might be set aside by the courts on the grounds of unconstitutionality." Oral arguments on the city of Carmel's appeal are to be heard on March 4 in Sacramento, although a decision is not expected for at least a month.

In the meantime, Republican leaders in the legislature say they will continue to press for new legislation to correct inequities in the 1969 disclosure act.

At month's end, the outlook appeared favorable for passage of identical Assembly and Senate bills which their authors claim will strengthen the state's conflict of interest law and revise the controversial requirement that public officials disclose the full dollar value of their assets. AB 430 by Assembly Speaker Bob Monagan and SB 274 by Senator Howard Way would also consolidate California's conflict of interest laws, add restrictions on post-employment dealings with the state and create independent advisory and investigatory commissions. (See CALIFORNIA JOURNAL, page 10, January, 1970).

In presenting his bill before the Assembly Committee on Governmental Organization, Monagan called the bill the "toughest conflict of interest proposal before any state legislature in the country." He also said he "vigorously supports the idea of disclosure for public officials," but added he is against requiring public officials to disclose the net value of their investments. "A man's potential conflicting interests are our concern," said Monagan, "not the dollars in his bank account."

Assembly Minority Leader Unruh said, however, that he could not support those portions of Monagan's bill which would weaken the 1969 disclosure law. Unruh claimed that the elimination of the requirement that state officials disclose the extent of state regulated investments results in a "millionaire's loophole." "In my judgment, this is a serious defect," said Unruh. "The extent of a public officer's ownership in a company which is regulated by the State may be much more significant than the mere fact that he has an investment . . . in the company," Unruh added.

Unruh also criticized the 1970 Republican conflict of interest bills for failing to deal with sale of state land to state officials. The Democratic leader, referring to a controversial incident in which a member of the California Youth Authority Board purchased state land near Oroville Dam, said the Republican bills would "save the present Administration the kind of embarrassment it has experienced in the past over the actions of its appointees."

Assembly Speaker Monagan has indicated he would consider amending his bill to regulate sales of state land to state officials but said he could not support a bill introduced by Democratic Assemblyman Ed Z'berg of Sacramento, which would prohibit state officials from purchasing state land.

UC Tuition Voted

The Regents of the University of California voted 16-6 on February 20 to impose tuition for undergraduate and graduate students. This fall the charge for undergraduate students will increase from $300 to $450 per year, and it will go up to $600 in the Fall of 1971. Graduate student charges will increase to $480 and then $660. The potential increase in revenue has been estimated to be $16 million for 1970-71, although a provision for deferred payment until graduation may reduce this by as much as half. The increased revenue is to go to the Regents for allocation to University costs. It is expected that the greater part of the first year's income will go to replace the sharp reductions in state appropriations for capital outlay.

The State College Board of Trustees have postponed until March a decision on tuition at the state colleges.

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Consumers Get More Gov't Attention

For whatever reason — tight money, the leadership of Ralph Nader, an increase in buyer awareness — the consumer is demanding and receiving increased attention from California state government.

Governor Reagan, long a target for criticism from organized consumer groups, has recently made several structural changes involving the Department of Professional and Vocational Standards, which regulates the businesses and professions licensed by the State. In 1969, he created a Division of Consumer Affairs, combining the Bureaus of Collection Agency Licensing, Electronic Repair Dealer Registration, Employment Agencies, Furniture and Bedding Inspection and Private Investigators and Adjusters and the Office of Consumer Counsel. Although the Boards were administered by a single division chief, each bureau had a separate special fund, developed from the fees of those licensed, and remained relatively autonomous.

The administration has since asked that the Department of Professional and Vocational Standards be renamed the Department of Consumer Affairs and included the request in the Governor's Reorganization Plan, which goes into effect unless voted down by the Legislature.

Another feature of the Governor's proposal will increase public participation on the governing boards of the bureaus which are normally dominated by industry representatives active in their trade or professional association. While approving the plan in general, the State's "Little Hoover Commission" under the urging of Chairman D.W.Holmes, asked that the Governor modify his proposal to insure that the public eventually will have a majority on those boards which regulate businesses.

State Senator Alfred Song of Monterey Park, Chairman of the Senate Business and Professions Committee, has submitted SB 330 "to make the department more responsive to consumer complaints about unethical or fraudulent practices." His bill would:

- require that the executive officer of each Board and Bureau investigate consumer complaints;
- abolish the Office of Consumer Counsel and delegate responsibility for representing the consumer before the Legislature and other public bodies to the Chief of the Division of Consumer Affairs;
- establish a statistical and information section to collect data on fraudulent practices from Better Business Bureaus, law enforcement and consumer organizations;
- increase from one to two the number of public members on licensing boards and limit the service of all members to two terms.

Song maintains that his measure is not incompatible with the Governor's plan and that the differences can be worked out.

Senator Song is also the author of SB 272, which is aimed at providing legal protection for people who wish to enforce the terms of a warranty or guarantee. The bill's purpose is to define the rights and responsibilities of the buyer, the retailer, and the manufacturer of consumer goods. The retailer would have the burden of making good on any warranty, and he, along with the buyer, would be able to sue a manufacturer for triple damages for any willful violation of the act.

Direct or "junk" mail and telephone solicitations have come under fire from several sources. Assemblyman Ed Z'berg has introduced a bill to prohibit unsolicited telephone calls to private homes for the purpose of selling merchandise. Assemblyman James Dent has introduced a Joint Resolution calling on Congress to require a name and address on all third class mail and to raise third class rates.

The much publicized criticism of the Department of Motor Vehicle's policy of selling in bulk form the names and addresses of licensed drivers and registered auto owners has caused the introduction of SB 111 by Senator Kennick, SB 44 by Senator Nejedly, SB 198 by Senator Carrell and AB 462 by Assemblyman Ryan. These bills would terminate the sale of lists of names to mailing houses. The measures introduced by Senators Nejedly and Carrell, as well as AB 599 by Assemblyman Fenton, would also limit the access of insurance and banking groups to certain individual driving records. Other similar measures will be introduced by Assemblyman William Campbell.

The credit reporting industry is again the target of legislation authored by Assemblyman Pete Wilson. AB 149 requires that firms reporting on the financial record of individuals provide copies to those under investigation to help prevent the dissemination of erroneous or incomplete information. Senator Song has introduced a bill, SB 90, to make oral as well as written reports actionable for libel. Assemblyman James Hayes is expected to reintroduce an omnibus measure to regulate the entire personnel, insurance and credit reporting field during this session.

Another bill with strong backing from consumer groups, SB 189 authored by Senator Beilenson, aims at establishing a unit pricing system. A unit price as well as the total price of a commodity, either liquid or nonliquid, would be required on the outside of each package. The consumer could compare the price per ounce, for example, of competing products.

Assemblymen John Knox and Jess Unruh have introduced legislation designed to insure that the normal 1½ percent interest rate on revolving credit accounts is not computed until any payment made during the prior month is first deducted. A similar bill, AB 712 has been introduced by Assemblywoman Yvonne Brathwaite.

Speaker Bob Monagan has proposed a bill to prevent interest from accruing during a dispute over a charge account, if the creditor fails to respond to a consumer's complaint in clear and definite terms. His measure seems to be aimed at the frustrating "computer correspondence" that may be carried on with retailers.

The Consumer Legal Remedies Act, AB 292, authored by Assembly Judiciary Chairman James Hayes of Long Beach provides specific recourse for individuals who suffer damage from a variety of "unfair practices" spelled out in the legislation. Class action suits are specifically authorized by the measure.

A bill aimed at unethical practices of some door-to-door salesman has been submitted by Assemblyman Jack Fenton of Montebello. His bill would allow a consumer to cancel a contract or return an item within three days if he purchased it in his home.

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POLITICAL ROUNDUP

State Contests Gain Momentum

Trial balloons are floating into the air all over California. Politicians of all philosophies, seeking posts at all levels, are maneuvering for organizational and financial support. The polls will guide some, and presumably others will be checking their horoscopes; but "the big decision" will have to be made by March 20, the deadline for filing for the June 2 primary.

The race for Governor is only beginning to pick up steam. Governor Reagan is intent on ignoring (at least in public) the fact that a campaign must be run, while Assemblyman Jess Unruh is still keeping a wary eye on Los Angeles Mayor Sam Yorty, as the former Speaker works his way around the state from cocktail party, to dinner, to press conference, and even to a TV appearance to sing some of his favorite country music.

LIEUTENANT GOVERNOR

The candidates for Lieutenant Governor, Republican incumbent Ed Reinecke, and his Democratic opponents State Senator Al Alquist of San Jose and investment banker Robert Coate of San Francisco, have been joined by "Miss Democrat of California", Cecilia Pedroza, a candidate for the Los Angeles City Council and the California State Senate in recent years. Superior Court Judge Robert A. Wenke, once a legislative assistant to former Senator Kuchel, may soon enter to further complicate the election.

Alquist has received the backing of ten State Senators, including two — George Moscone of San Francisco and Nicholas Petris of Oakland — who had entertained thoughts of running for the second spot on the Democratic ticket themselves.

ATTORNEY GENERAL

The tumult in the State Senate (see page 36) has caused Senators George C. Deukmejian of Long Beach and John L. Harmer of Glendale to take some time away from their campaigns for the Republican nomination for Attorney-General. Both supported Senator Howard Way, although Deukmejian, who lost his job as Republican caucus chairman to Lou Cusanovich, a backer of Senator Schrade, and Harmer, who was reportedly upset with the manner in which Way organized the Senate, did not vote for either candidate.

Evelle Younger is the current front runner for the law enforcement post, which has been the stepping stone to the Governor's office for Earl Warren and Edmund "Pat" Brown. He has been the target of critical Republican party faithful who claim he has been too non partisan as Los Angeles District Attorney.

Spencer Williams, campaigning full-time after submitting his resignation as agency secretary to Governor Reagan, hopes that his three southern-based opponents will cut each other up there so that he can win with a sizeable northern California majority. On the Democratic side, Deputy Attorney General Charles O'Brien has no strong opposition at the present time.

SECRETARY OF STATE

Assemblyman George Milias has been joined by Wendell T. Handy, a member of the Compton School Board and a merchant, in the Republican primary contest to succeed Frank M. Jordan as Secretary of State. San Diego Charger All-Pro football lineman Ron Mix has been mentioned as another possible GOP challenger, and Mrs. Alberta Jordan is also seriously considering running for the post held by her husband since 1942. Some Democrats are hoping Norbert Schlei will once again enter the race to oppose the candidacy of youthful Jerry Brown. A more likely opponent will be retiring State Senator Hugh Burns of Fresno.

CONTROLLER

Controller Hugh Flournoy will have opposition for his post in the General Election from former Congressman and Assemblyman Ronald Brooks Cameron, Democrat of Whittier. Cameron, who lost his San Gabriel Valley Congressional seat to Republican Charles Wiggins in the Reagan sweep of 1966, is a CAP and an investment broker. Democratic National Committeewoman Carmen Warschaw will be chairman of the Cameron campaign.

SUPERINTENDENT OF PUBLIC INSTRUCTION

Max Rafferty's opposition for Superintendent of Public Instruction continues to grow. Wilson Riles, a top staff man in the State Department of Education, Julian Nava, a member of the Los Angeles City School Board, and Dwayne Canon, a former Mt. San Antonio Junior College teacher, have been joined by Frank Navarette, the head of the Educational Opportunity Program at Sacramento State College. Like Nava, Navarette is a Mexican-American. Willard Harper, a retired school teacher, will also run and Dr. Alvin Marks, Dean of Students for the California State College system, is giving thought to the race as well. Marks, who has been a Deputy Director of the State Coordinating Council for Higher Education, is best known for his record-breaking flight around the world.

U. S. SENATE

George Murphy finally has a primary opponent. Mrs. Katherine Theodorapoulos, a 33-year old speech therapist and mother of two children has announced her candidacy. She says her purpose is to inject a little glamour into the contest.

Meanwhile, the campaign styles of Democrats George Brown and John Tunney are beginning to take form. The Monterey Park Congressional veteran is running an iconoclastic race, which he terms "popular demagoguery." He has refused to discuss issues at times and has concentrated on themes like the need "to excite, to motivate, to energize people." He has said, half in jest, "I'm doing my best to see that the CDC doesn't endorse me," referring to the liberal volunteer group to which he appeals so greatly.

Congressman Tunney, on the other hand, has run a more conventional campaign offering proposals to solve a variety of problems he attributes to Senator Murphy and President Nixon. Along with Brown, he has campaigned hard on the issue of the environment, and has also mentioned the prospect of an economic recession. Los Angeles attorney Robert Brown has announced his entry into the campaign in a move that is bound to create some confusion among the voters. In addition, Los Angeles County Supervisor Kenneth Hahn is taking soundings.

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Legislative Races

Challengers Vie for Position

Whenever a vacancy occurs for a seat in Congress or the state legislature, the primary battles which precede the November election are bloody affairs conducted at the precinct level. Every personal endorsement and every dollar contributed is valued more highly than at any other time. More able candidates, unwilling to sacrifice themselves against entrenched incumbents, clash in their one big chance to gain a foothold on the political ladder. Several such campaigns are being waged around the state this spring.

SAN GABRIEL VALLEY

In Los Angeles County, the safely Republican 24th Congressional District, held since 1953 by the late Glenard Lipscomb, will be the scene of fratricidal warfare. Former Congressman Patrick Hillings, who represented the San Gabriel-Pomona Valley area in the 1950's for four terms in the old 25th District, has declared his intention to run. He has recently been serving as a public affairs representative for the Ford Motor Company.

The man who succeeded Hillings in the 25th District, John Rousselot, may run with the financial and organizational backing of conservatives in the area, especially now that State Senator H.L. "Bill" Richardson has announced he will not be a candidate for the post. However, Richardson, who regained his Republican caucus chairmanship as a result of his support for Senate President pro Tempore Jack Schrade, has reportedly agreed to back Assemblyman Peter Schabarum of the 49th District for the congressional seat. Schabarum has gained the respect of his colleagues in Sacramento for his work on air pollution and government organization. He has reportedly consented to run despite his desire to stay in California and finish his legislative work. Many believed the former football star's ambition had been service on the Los Angeles County Board of Supervisors.

Others who have considered the race for Congress include: Jack Alex, who was elected to the Citrus Court bench in 1968 in a rare defeat of an incumbent judge; Mike Uhlman, a professor of political science at the Claremont College cluster who has worked for William Buckley's *National Review*; and Robert E. McDavid of Pasadena, a former member of the State Board of Equalization.

Governor Ronald Reagan has the choice of calling a special election or leaving Lipscomb's seat vacant until November. He may call the special election primary for May 5 and have the run-off coincide with the June 2 primary. The District runs from Eagle Rock near down town Los Angeles through the Foothill Communities to the Pomona-West Covina area. Part of San Bernardino County was included in the 1967 congressional reapportionment.

RIVERSIDE COUNTY

The Republican party is also at war with itself in Riverside County. John Tunney's decision to vacate his marginal congressional seat has caused several strong candidates to seek the position.

Assemblyman Victor Veysey has declared, along with: Supervisor Norman Davis, who ran a futile race for Lieutenant Governor against Robert Finch in the 1966 Republican primary; Robert Hunter, a land developer who lost by 50,000 votes to Tunney in 1968; William Norris, former chairman of the Riverside County Republican Central Committee and a merchant; and Richard Purviance, active in the campaigns of former Congressman Patrick Minor Martin and an administrator with the Riverside City Schools.

Veysey, who is Chairman of the Assembly Education Committee, and Purviance, who gained some notoriety when he left former Representative Martin's staff after the Congressman voted against the civil rights bill of 1964, are the moderates in the race. Both Hunter and Norris are considered to have support from the more conservative wing of the party. No clear leader has yet emerged, and the race appears to be an extremely close one.

Dave Tunno, an administrative aide to Tunney who has been given a great deal of credit for the success of his former boss and Air Force buddy, will have little opposition in the Democratic primary. He is given an even chance to win the 38th District seat that includes all of Imperial and Riverside counties and some of the San Bernardino metropolitan area.

Veysey's 75th Assembly District will also be the scene of a highly competitive Republican primary battle, unless he decides against the Congressional race. Democrats look to Fred Singh, Director of Environmental Health and Sanitation for Imperial County, as their candidate. Several Republicans are eyeing the race, including Palm Springs' Mayor Howard Wiefles, Senator Gordon Cologne's aide Barry Whittlesey, the Chairman of the Riverside County Board of Supervisors, Ray Seeley, and Imperial County Central Committee Chairman Robert Simpson.

SANTA CLARA COUNTY

The Santa Clara County political environment is as volatile as any in the state this year. One of the county's two congressmen threatened to resign and then changed his mind. One of the two state senators, Al Alquist, seems to be intent on running for Lieutenant Governor and the other, Clark Bradley, will be involved in a primary battle. And one of the area's three Assemblymen, George Milias may run for statewide office. Another member of the Assembly delegation. Earle Crandall, will be involved in one of the most crucial races in the state. With reapportionment bringing additional seats to Santa Clara, opportunities for ambitious politicians have rarely been greater.

A number of strong Democratic opponents had emerged to compete for the 9th Congressional seat of Representative Don Edwards. Joining attorney Marc Poche, Edward's Executive assistant, were: San Jose Unified School District board president Edwin "Bud" Jones, a lawyer with support from party moderates and conservatives; Norman Mineta, the Vice Mayor of San Jose and a Japanese-American;

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William B. Hugle. a Ph.D. and president of an electronics concern; Alister McAlister, San Jose attorney; and Richard K. Windrich, a Hayward bus driver.

McAlister may run against Edwards anyway, despite the congressman's re-entry into the campaign. Poche, Mineta, and perhaps Jones may now look to the already crowded 25th Assembly District race.

Santa Clara City Councilman Larry Fargher, defeated by Edwards in 1968, and Mark Guerra, a school administrator and a member of the State Fair Employment Practices Commission, may run in the Republican congressional primary. Other candidates who had sought the nomination were William Best, a Santa Clara executive, Herbert Smith, a San Jose attorney and Joseph Reiter, a Los Gatos real estate man.

ASSEMBLY OPENINGS

Milias' seat, which seems safely Republican, is being fought over by: Richard R. Garrod, a Saratoga civic leader and rancher familiar with Sacramento through his lobbying for the Farmers Insurance Exchange; Richard D. Hayden, a city councilman from Sunnyvale; Ben Reichmuth of Los Gatos, an active member of the party organization; Egon Ensen and Terry Green. No Democrat has yet bothered to file.

If Vasconcellos had decided to challenge Alquist and the others for Lieutenant Governor, another wide open race for his Assembly seat would have taken place. San Jose Councilwoman Virginia Shafer, a Republican, has already announced her decision to run in the 24th District. Alquist's seat won't be vacant unless he wins in November. He is not up for re-election to the Senate until 1972.

Another extremely bitter campaign is already being waged in the 25th Assembly District in East Santa Clara County. Incumbent Republican Earle Crandall held the marginal district by a slim 2,000 votes in 1968 when he beat Poche. Both parties can be expected to flood the district with money in 1970 in an effort to take control of the majority in the State Assembly. Crandall declared campaign expenditures of $43,000 in 1968 and a figure twice that amount would not be impossible this year. The Democrats are engaged in an internal struggle, however, that shows signs of seriously hampering their chances for a victory.

Before Edward's changed his plans, five candidates already seemed intent on running in the Democratic Assembly primary. Ernest Abeytia, the nominee of caucus convened by the Mexican-American Political Association; Al Cervantes, a superintendent of a dry wall firm; Les Francis, a counselor at San Jose State College; Murray Heinrich, Cranston for Senate Coordinator in 1968, and William Deal, community services coordinator for West Valley College have all declared for the seat. Cervantes, who has attacked Abeytia as a leftist, refused to take part in the MAPA nominating convention. Many local politicans believe that Mexican-American voters will not turn out in force, if an Anglo Democrat is nominated. They also express doubt that a Mexican-American candidate could beat Crandall, despite the district's hefty Democratic registration.

LOS ANGELES RACES

In Los Angeles, as well, the drive for unity and political participation among Mexican-Americans is causing several Democratic office-holders some discomfort. George Danielson, State Senator from the 27th District, announced his candidacy for the congressional seat being vacated by George Brown and was quickly confronted by the primary challenge of Richard Calderon, a director of the Educational Opportunities program at San Fernando Valley State College. Calderon had challenged Danielson in the Democratic primary for the Senate seat in 1966, losing by 500 votes, and in 1968, when he lost by 5,000. No Republican has yet announced, but the Democratic bickering could give the GOP an opportunity to win the seat that Brown had barely held in 1966 and 1968 when he was opposed by William Orozco.

Charles Pineda, a parole agent who challenged Assemblyman Walter Karabian in the 45th District in 1968 and ran for the 28th Senate District seat in 1966, will probably run for Danielson's Senate seat if he goes to Congress. Karabian, however, can expect an even stronger primary battle from Abe Tapia, statewide president of MAPA, in his San Gabriel Valley district. Republicans can be expected to put on the pressure in the general election battle for the marginal 45th Assembly District seat as well.

Assemblyman Dave Roberti, who, like Karabian, had considered making the race for Brown's congressional seat, will be opposed by Ralph Ochoa, a poverty lawyer, in his 48th District. State Senator Al Song of Monterey Park and Assemblyman Jack Fenton of Montebello now appear to have avoided primary opposition from the coalition.

MAPA leaders indicated that they believe a Republican reapportionment would help their chances of electing additional Mexican-Americans to office by concentrating more of their people in fewer districts. They also accuse the incumbents of working against the development of Mexican-American political power by discouraging voter registration, a charge hotly disputed by the legislators.

OTHER CONTESTS

In Fresno County, where Assemblyman George Zenovich must win the support of Mexican-Americans in order to replace Senator Hugh Burns, the Republican party may be almost as disunited. Earl Smittcamp, a businessman and farmer, has declared his candidacy for the 16th Senate District ahead of the expected announcement of former Fresno Mayor, Floyd Hyde. The race for the 32nd Assembly seat is still wide open.

With the unexpected announcement that Bill Bagley would not be a candidate for the 4th Senate seat vacated by the retiring Jack McCarthy, one additional enterant will join Mayor Don Pinkerton of Fairfield, conservationist Peter Behr, and Ray Shone. Ernest N. Kettenhofen, a strong Bagley supporter, will make it a four way race. The winner is impossible to pick at this point.

San Mateo County politicians are dumbfounded at the announced retirement of Senator Richard Dolwig. Portola Valley Mayor Samuel Halsted, who had already announced his entry into the Republican primary, has indicated that he is in to stay. Republican Assemblyman Carl Britschgi of Redwood City, who immediately announced his intention to run for Dolwig's seat, will be the favorite. Redwood City Councilman Dixon Arnett, who had planned to oppose Dolwig, is now being urged to run for Britschgi's Assembly seat.

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The Californians in Washington have survived, perhaps a little the worse for wear than anyone else, the winter that the weather records and the newspapers here insist was the coldest in District of Columbia history. Whether or not the superlative is justified, it was certainly cold enough to afford the excuse for a variety of social gatherings at which Californians could cluster together and proclaim, to themselves and to anyone else who would listen, that "it certainly isn't like this back home."

Even in their collective misery the winter-struck Californians managed to convey a certain sense of provincial superiority that must on occasions have infuriated the less fortunate (i.e., non-Californians) much in the way that Americans abroad infuriate their history-rich hosts by insisting on the superior virtues of baseball and stateside hamburgers. This shared sense of belonging to a faraway land at once more comfortable and more efficient than Washington is what united the Californians here, even if they are frequently united in frustration. The freeways were better, the telephone service more reliable and the waiters more responsive back home. Government seemed more responsive, too. It is no accident that the congressmen on both sides of the aisle who have led the putative revolts against congressional seniority are Californians, the people who more than any other share the vice-virtue of being uninclined to accept things as they are and to insist on "a better way" of doing things.

There must, in all candor, be a vastly better way of doing things than any methods to which the Congress now appears susceptible. Committee sessions on legislation which has been around in the same form for years, important House floor decisions on which no recording of individual votes occurs, the seeming inability of either house to originate a proposal unconceived by the executtive branch and, above all, a seniority system in which the chairman has something like 100 times the accumulated power of the rest of the committee all conspire to produce an atmosphere of ceaseless activity and infrequent accomplishment on Capitol Hill. Many of the congressmen work incredibly long hours, far longer in fact than most of their legislative counterparts in Sacramento, but rarely do they possess the sense of achievement common to the able California state legislator. This is a tentative judgment, subject to amendment and revision, but one to which I am increasingly inclined. One congressman, who has spent several sessions on the hill after a single one in Sacramento, recalls with fondness a role he planed in a then-major resources bill as a freshman assemblyman. "That was in my only term there," the congressman said, shaking his head. "Now, after all these years. I've been here long enough to get the committee schedules."

There is something inherently wrong in a system such as this, a system, in the words of Rep. Thomas Rees of Los Angeles, "treats men in their mid-forties as if they are in diapers." It was precisely this feeling of sometimes total frustration that led Rees and a handful of other California Democrats (Bob Leggett of Vallejo, Edward Royeal of Los Angeles, Don Edwards of San Jose, John Tunney of Riverside) to support Rep. Jerome Waldie's unsuccessful motion of no-confidence in House Speaker John McCormack. The Waldie motion did not by any means plumb the depths of the California-led discontent. Some congressmen who are critical of many aspects of the system did not want to participate in an action that could be interpreted as a personal slap at McCormack and others, while pledging fealty to the principle of congressional reform, regarded Waldie's strategy in much the same way that de Tocqueville described the tactics employed by the leaders of the 1848 French revolution: "They frightened (the country) by the boldness of their plans and the violence of their language, while the feebleness of their deeds invited resistance."

Language of "no-confidence" certainly seemed violent enough to men who had accepted the seniority system without challenge for 60 years, but the Waldie motion nonetheless inculcated a protest that will not easily be put down. This was demonstrated soon afterward by another Californian, Paul McCloskey, 42, of San Mateo County, an able Republican who has glimpsed the political possibilities for his party if the system and its symbol, 78-year-old Speaker McCormack, could become a campaign issue. With the help of such energetic Republicans as Rep. Robert Taft of Ohio, McCloskey may yet succeed in his improbable goal.

Back in California, it was discouraging to witness the easy regularity with which political leaders in both the legislative and executive branches asserted the superiority of the magic word "California" in all undertakings. The assertion was something of an alarm bell for it frequently accompanied a dubious activity by someone, whether it was legislative manipulation of a retirement bill or executive reduction of mental health centers.

I haven't the foggiest idea, of course, whether California has "the best Legislature in the world," as Assemblyman Jess Unruh used to say, or whether our mental hospitals still or ever did "lead the nation" as Gov. Ronald Reagan contends. But there is unquestionably a California Something that sets the state and its political representatives apart, a Something that may be nothing more than an attitude that at least expects a reasonable approximation of excellence and that, expecting this, requires a system that at least gives the appearance of responsiveness. The Californians who have spent the winter here together solace themselves, as Californians in Washington will, that they are "where the action is" and that they have given up the good life to participate in this action. We say it with the certain provincial superiority used by the early Californians who called the country they had left behind "The States" and who are now, as always, unwilling to accept things as they are.

Sincerely,
Lou Cannon

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BENCH & BAR

Busing Decisions

Within less than a month two historic school segregation cases have been decided in California, sending reverberations across the entire nation. On January 20, Federal District Judge Manuel L. Real found the Pasadena school system to be unlawfully segregated and ordered it to present a plan for integrating its 30,600 students beginning this September. On February 11, Superior Court Judge Alfred Gitelson ordered the mammoth 730,000 pupil Los Angeles school system to begin desegregation of its schools this fall with integration to be accomplished by September 1, 1971.

The Pasadena case was the first in which a large district outside of the South was ordered to counteract the effect of residential segregation. Judge Real directed the district to produce an integration plan by February 16. Shortly following the ruling, the Pasadena School Board voted 3-2 not to appeal, and on February 13, the board formally adopted an integration plan.

The second ruling, involving the Los Angeles City School District, was even more far-reaching, both in the content of Judge Gitelson's ruling and in the nature of the district concerned. In his lengthy finding, Judge Gitelson said that between 1966 and 1968 segregation in the Los Angeles schools had increased as a result of school board policies and actions, thus fundamentally depriving minority children any chance for equal educational opportunity. This constituted "state action of discrimination against the minorities in favor of the whites to perpetuate the disparity existing and caused to exist by the Board through segregated education."

Interest in the case has focused especially on Judge Gitelson's opinion that *de facto* and *de jure* school segregation are equally unconstitutional. The defendants, the Los Angeles School Board, also argued that, in terms of student achievement, no positive case could be made for integration. The board held that compensatory programs in the inner-city schools would be of greater help to minority children without hurting other pupils. Integration, it claimed, could only be accomplished at great financial cost and thus would deprive all students of limited resources.

The court's ruling stated that a desegregation plan should be devised so that, in general, no school should have a minority enrollment more than 15 percent above or below the district population percentage for that minority. Los Angeles school officials contend that even if massive busing is possible it will drain away some $180 million in district resources over the next eight years. Unlike it's Pasadena counterpart, the Los Angeles School Board promptly voted 5-2 to appeal Gitelson's decision.

The case has attracted the attention of political leaders in Sacramento and Washington. Governor Reagan, calling the desegregation decision "ridiculous", pledged state support for the school board in carrying its case to higher courts. Education officials in Washington, including HEW Secretary Robert H. Finch, were reported to be deeply concerned over the ramifications of the decision for school districts all across the nation.

GOVERNMENT SEMINAR

Legislative Process

BILL INTRODUCTION. All bills are introduced by members of the Legislature, whatever their original source, and may not carry any indication of a sponsor other than the author (legislator or committee). During a regular session there is no limit on the subject or number of bills which may be introduced, but under a joint rule of the two houses all bills must be introduced within the first 100 calendar days of the session, with certain unusual exceptions. During a special session only those bills which fall within the specific subject matter of the Governor's Proclamation for the session may be introduced. These limitations do not apply to resolutions, however. Bills do not carry over from one session to another.

BILL DESIGNATIONS. Bills are designated as AB (followed by the number) for Assembly bills, SB for Senate Bills; ACR or SCR for Assembly or Senate concurrent resolutions; AJR or SJR for joint resolutions; ACA or SCA for constitutional amendments; HR or SR for Assembly or Senate resolutions.

30-DAY AND 60-DAY RULES. No bill other than the Budget Bill may be heard or acted upon until 30 days have passed since its introduction (waiver of this rule requires a ¾ vote), and a bill dies unless heard by a committee within 60 days of its introduction.

APPROPRIATION BILLS. Appropriation bills may be introduced in either house. The Governor's Budget is incorporated in a single Budget Bill (see page 42 for description of Budget Bill process). Until the Budget Bill has been enacted, no other appropriation bill may be passed by either house unless specifically recommended by the Governor.

COMMITTEE CALENDARS. Assembly rules provide that bills set for hearing by an Assembly committee must first be published in the Assembly Daily File for three consecutive days. Two days, excluding Sunday (unless the Assembly is in session) must elapse between the first such notice and the hearing date. Suspension of the rule requires a two-thirds vote. Senate rules provide that schedules of committee hearings and any changes must be delivered to the Senate "as soon as convenient" so that due notice may be published in the Senate Daily File.

VOTE REQUIREMENTS. A majority vote (41 in the Assembly, 21 in the Senate) by roll call is required for passage of most bills. The Budget Bill, other bills requiring an appropriation from the General Fund (except those solely for the public schools), bills which carry an urgency clause placing them into effect immediately and constitutional amendments require a two-thirds vote. A two-thirds vote is also required to override a Governor's veto.

GOVERNOR'S VETO. While the Legislature is in session the Governor must veto a bill within 12 days after its passage or it becomes law. If this 12-day period extends into the recess at the end of the session, the Governor has 30 days to veto the bill, or it becomes law. At the end of each regular session the Legislature now recesses for 30 days, then reconvenes for a period of up to 5 days to reconsider vetoed measures.

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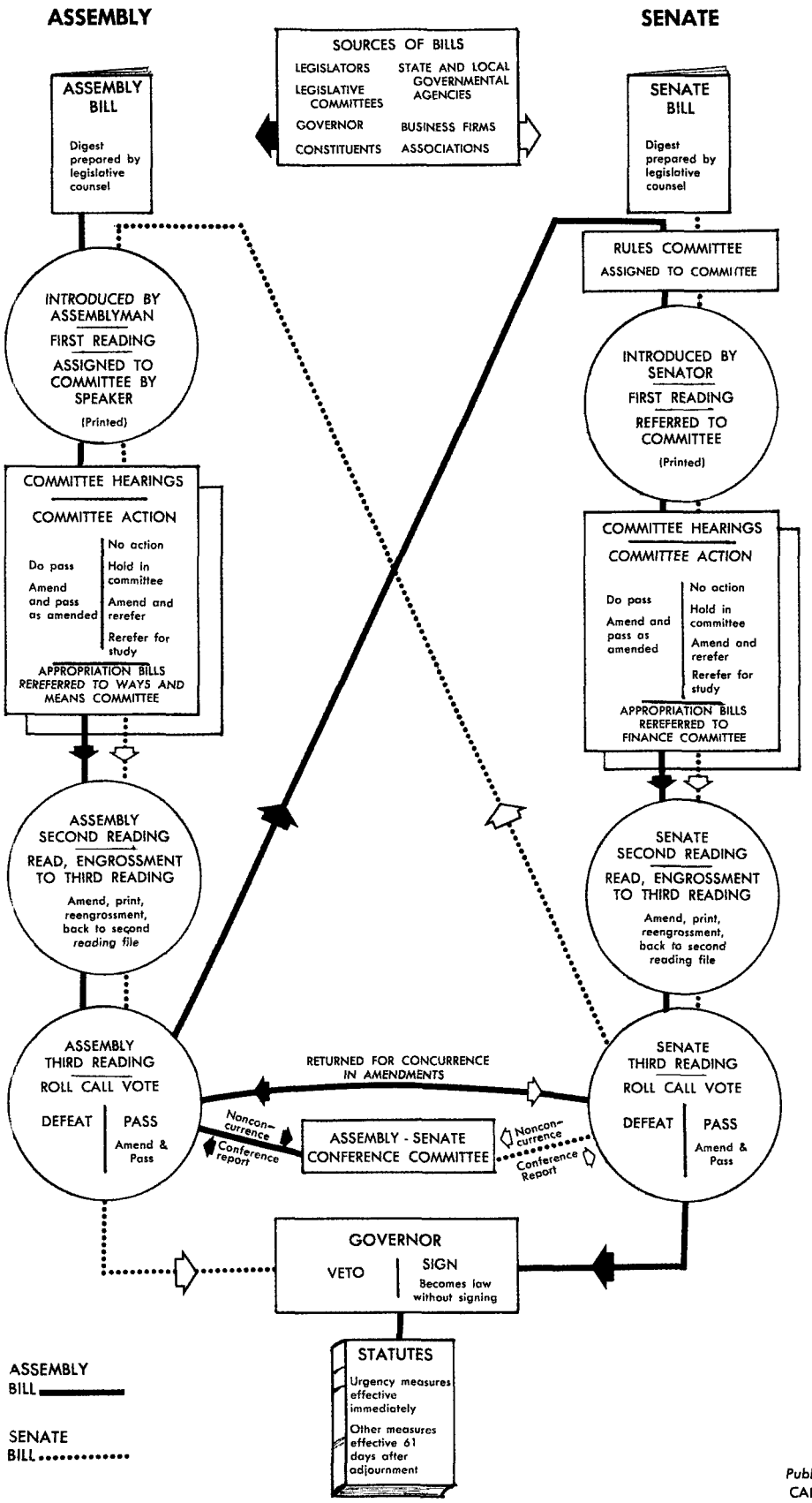

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CALIFORNIA CALENDAR

March 4	Assembly Urban Affairs and Housing, Committee Special Hearing on *Model Cities*, 1:45 p.m., Room 2133, State Capitol
March 5	Assembly Transportation Subcommittee on Air Pollution will consider special orders of business on the subject of *air pollution* at 2:00 p.m., Room 2170, State Capitol.
March 6-8	California Democratic Council, Open Endorsing Convention, Fresno Convention Center. Open to all chartered Democratic Clubs in the state — including both non-CDC and CDC affiliated clubs.
March 9	Coordinating Council for Higher Education, Mansion Inn, Sacramento, Calif., 9:00 a.m. Will review major report on educational opportunity programs.
March 9-13	State Board of Equalization, 333 E. Walnut St., Pasadena, Calif., 10:00 a.m.
March 11	Assembly Criminal Procedure Committee, public hearing to review progress and future activities of the California Council on Criminal Justice, Room 2117, State Capitol, 1:45 p.m.
March 12	Assembly Committee on Agriculture — Meeting to consider the difficulties faced by California farmers interested in utilizing part of their lands for agricultural purposes. Those interested in the recreational use of farmlands invited to attend. 1:30 p.m., Room 6024, State Capitol
March 12-13	State Board of Education, Auditorium, State Resources Bldg., 1416 9th Street, Sacramento, 9:00 a.m.
March 19-20	University of California, Board of Regents, University Extension Center, Los Angeles, California
March 19-20	Constitutional Revision Commission, Mansion Inn, Sacramento, 10 a.m.
March 20	Last date for candidates for non-judicial posts to file nomination papers with their county clerk or registrar of voters in order to qualify for a position on the June 2 ballot.
March 24-25	California State Colleges Board of Trustees, Third Floor Auditorium, Office of the Chancellor, 5670 Wilshire Blvd., Los Angeles, Calif., 9:00 a.m.

CORRECTIONS

Pages 12 and 19 — Assembly Health and Welfare Committee, not Public Health Committee.

Page 20, Col. 1 — Associate Justice of the U.S. Supreme Court, not Chief Justice.

Page 27, Col. 2 — Under Proposition 2 the note indicates Propositions 2 through 6 were 1968 Proposition 1. It should read Propositions 2 through 5.

Page 29, Col. 1 — He failed to gain a 3/4 vote, not 2/3.
Col. 2 — Missing under Democrat: Davis (1), T,B,Y

PEOPLE IN THE NEWS

APPOINTED

Miles W. Kratka, 53, to the San Diego Board of Supervisors by Governor Reagan. He replaces Robert Cozens, who was appointed State Director of Motor Vehicles. Kratka's term of office will expire January 1971, and he will not be able to run for election to the Board in 1970 because he does not meet election law residency requirements.

Dr. Bernard L. Hyink, 57, as President of Sacramento State College. Hyink, who has served as Vice President for Academic Affairs at California State College at Fullerton since 1964, is a political scientist and co-author of a textbook, *Politics and Government in California.* He is also a member of the Constitutional Revision Commission.

Dr. Steven Horn, 39, Dean of Graduate Studies and Research at American Univesrity in Washington, D.C., to the presidency of California State College, Long Beach. Horn is Vice Chairman of the United States Commission on Civil Rights and has been a fellow at the Brookings Institution and an assistant to former U.S. Senator Thomas Kuchel and to James P. Mitchell, former Secretary of Labor.

William R. MacDougall, 55, general counsel and manager of the California County Supervisor Association since 1946, as executive director of the U.S. Advisory Commission on Intergovernmental Relations.

□

REELECTED

Howard Day, 57, as President of the State Board of Education. Day was named to the Board by Governor Reagan in 1967 and was elected president in 1958. Day's reelection forestalled a takeover of the board by more conservative members. He had formerly been President of the Board of Directors of the Los Angeles poverty program (EYOA) and the County Board of Education. He is a Long Beach insurance executive.

□

RESIGNED

Leon E. Panetta, 31, of Monterey as director of the Office for Civil Rights in the Department of Health, Education and Welfare. Panetta had been assistant to former U.S. Senator Thomas Kuchel before his appointment to the post by HEW Secretary Robert Finch.

□

DIED

James B. Utt, 70, of Santa Ana, who had been elected to the House of Representatives nine times from his 35th District seat which includes south central Orange County and Northern and Eastern San Diego County. He was the second ranking Republican on the House Ways and Means Committee.

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Selected State Government Reports

The following list includes public agency reports issued recently. Copies of these reports, unless otherwise indicated, may be obtained by contacting the agency or committee or by requesting them from the Office of Procurement, Documents Section, P.O.Box 20191, Sacramento, Ca. 95814.

THE ENVIRONMENT

Defining the California Public Interest in Coastal Zone Management. Advisory Commission on Marine and Coastal Resources. Second Annual Report, January 1970, 95 pp. Proceedings of seventh meeting of the Advisory Commission and second annual report.

Progress Report: Environmental Qualtiy Study Council. February 1970, 50 pp. Recommendations in the areas of land use, air quality, noise abatement and water resources adopted by the Council.

Siting Thermal Power Plants in California. Report prepared for Joint Committee on Atomic Development and Space, California Legislature, by the Resources Agency. February 1970, 50 pp. (Pursuant to HR 459).

EDUCATION

Alternative Methods of State Support for Independent Higher Education in California. Henry M. Levin and Jack W. Osman, Coordinating Council for Higher Education. February 1970, 133 pp. Alternative methods of state support for private higher education. Copies not available for general distribution.

Considerations Involved in State Subventions for Costs of Local Law Enforcement on Campus Disturbances. (Pursuant to ACR 210). Legislative Analyst. January 1970. Report discusses extent of law enforcement costs associated with campus disorders, the economic impact of institutions of higher education on local communities, and makes recommendations.

Report of the Effects of Campus Size on College Education. Joint Legislative Budget Committee, Legislative Analyst. January 1970, 8 pp. Report to determine feasibility of developing a number of smaller centers for higher education.

HEALTH

Report on Abortion. Department of Public Health. January 1970, 10 pp. Third Annual Report on the implementation of the California Therapeutic Abortion Act.

Report on Priorities for Inclusion in Crippled Children Services Program. Department of Public Health (Pursuant to ACR 22). February 1970, 2 pp. Identifies medical priorities for the CCS program.

Report on Treatment Programs for Drug Abuse. Department of Mental Hygiene. January 1970, 15 pp. An evaluation of the kinds of programs and the effectiveness of services provided by community mental health programs for treatment of drug abuse in 54 counties.

Narcotics and Dangerous Drugs. John B. Williams. California State Peace Officers' training series, No. 33. Board of Governor's of California Community Colleges. Bureau of Vocational-Technical Education. 317 pp. Changing patterns in drug abuse and narcotic enforcement. Classification and identification of narcotics and dangerous drugs. Effects of narcotics.

Report on Venereal Disease. (Pursuant to HR 419). Dept. of Public Health. January 1970, 6 pp. Cites current trend in veneral disease, and status of control methods.

MISCELLANEOUS

Direct Marketing of State Bonds. (Pursuant to HR 416). Legislative Analyst. February 1970, 28 pp. Studies feasibility of direct marketing of state bonds.

California Expositions. January 1970, 3 pp. A report on financial condition, operations and future activities. Reprinted in *Senate Journal*, Feb. 9, 1970, page 339.

Planning for Justice. Proceedings of Criminal Justice Workshop. Santa Barbara, May 25-26, 1969, 362 pp. Council on Criminal Justice, 1108 14th St., Sacramento, Ca. 95814.

Youth Service Bureaus, A First Year Report to the California Legislature. January 1970, 15 pp. Human Relations Agency, Department of the Youth Authority. Includes a description of the development, organization and program of the Youth Service Bureaus during 1969 with particular emphasis upon the range of activities taking place in the 9 "pilot project" bureaus.

Water Project Bibliography

The following publications, while generally not as current as the others on this page, are useful for understanding California's water problems. For further reports on the California Water Project see CALIFORNIA JOURNAL, January 1970, page 30.

The California State Water Project in 1969. Dept. of Water Resources. Bulle. No. 132-69, Appendix C. June 1969. 31 pp. Description and Status.

Comments on Report on English Ridge Unit, Eel River Division. North Coast Project. Resources Agency. Jan. 1970. 15 pp. DWR Comments on Bureau of Reclamation's proposed report on English Ridge Unit.

The Dos Rios Project. Senate Committee on Water Resources. Jan. 1969. 59 pp. plus appendices. Endorses the project with reservations.

Eel River Development Alternatives. Final supplement to Bulle. 173. Dept. of Water Resources. Dec. 1969. 20 pp. Summary of public hearing comments on preliminary edition (Jan. 1968); findings and recommendations of Dept. of Water Resources.

High Dam in the Valley of the Tall Grass," Lou Cannon. *Cry California*, Summer 1968, pp. 4-14. Conservationist criticism of Dos Rios.

"Losing the Water Battle," Frank M. Stead, *Cry California*, Summer 1968, pp. 15-21. Describes California's water problems, is critical of project.

"A New Water Plan for California," *Cry California*, Frank M. Stead. Winter 1969-70, pp. 1-13. Describes project's faults and proposes new approach.

Preliminary Comments on the Dos Rios Project. Assembly Water Committee. Jan. 1969. 47 pp. Endorses the project with reservations.

Testimony at 9 Feb. 1970 Committee Meeting. Assembly Water Committee. William R. Gianelli, Director of DWR spoke on "State Water Project Financing" 36 pp., 10 pp. appendices.

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KEY LEGISLATIVE VOTES

Senate

3—AB 355 (Monagan) would remove limitation of a six per cent annual interest rate on the bonds which will be sold to finance the construction of medical facilities for the University of California if Proposition 1 is approved by the voters on June 2. The Legislature could stipulate the interest rate. The bill passed (28-3).

4—On February 10, the Senate voted in favor of a motion offered by Senator Richardson to elect Senator Schrade President pro Tempore of the Senate. The resolution passed (23-12).

5—AB 51 (Chappie) in amended form, would extend the financial statement filing date deadline under the Unruh Conflict of Interest Law from March 2 to April 6, allowing candidates for the April 14 city council and district races to wait until a week before the election to disclose their finances. The bill passed (29-5). (See article page 52.)

Assembly

4—AB 355, Monagan (See Senate No. 3). The bill passed (59-5).

5—Assemblyman Unruh moved to re-refer AB 51 and the amendments (see Senate No. 5) to the Committee on Government Organization, preventing the expediting of the measure. The motion lost (25-46).

6—AB 115, McCarthy, would reinstitute the penal code section relating to disorderly conduct inadvertently stricken in 1969. The bill passed (57-8).

7—AB 153, Bagley, would exempt retailers who do business outside of rapid transit districts from the collection of a sales tax from a district resident. The bill passed (56-10).

8—AB 51, Chappie (See Senate No. 5). The bill passed (59-10).

Y — Yes
N — No
* — Not voting, unannounced

SENATE

Democratic — 19	3	4	5
ALQUIST (13)	Y	*	*
BEILENSON (26)	Y	N	N
BURNS (16)	Y	Y	Y
CARRELL (22)	Y	Y	Y
COLLIER (1)	*	Y	Y
DANIELSON (27)	Y	Y	Y
DILLS (32)	Y	Y	N
DYMALLY (29)	*	Y	N
KENNICK (33)	Y	Y	Y
MILLS (40)	Y	N	Y
MOSCONE (10)	Y	N	Y
PETRIS (11)	*	*	*
RODDA (5)	Y	N	*
SHORT (6)	Y	Y	*
SONG (28)	*	Y	Y
STIERN (18)	Y	Y	Y
TEALE (3)	Y	Y	Y
WALSH (30)	*	Y	*
WEDWORTH (31)	Y	Y	N

Republican —21	3	4	5
BRADLEY (14)	*	N	Y
BURGENER (38)	Y	N	Y
COLOGNE (36)	Y	*	Y
COOMBS (20)	Y	Y	Y
CUSANOVICH (23)	Y	Y	Y
DEUKMEJIAN (37)	Y	*	Y
DOLWIG (12)	Y	Y	Y
GRUNSKY (17)	Y	N	Y
HARMER (21)	*	*	*
LAGOMARSINO (24)	Y	N	Y
MARKS (9)	Y	N	N
MARLER (2)	Y	Y	Y
McCARTHY (4)	Y	Y	Y
NEJEDLY (7)	N	Y	Y
RICHARDSON (19)	N	Y	Y
SCHMITZ (34)	N	Y	Y
SCHRADE (39)	*	Y	Y
SHERMAN (8)	Y	N	Y
STEVENS (25)	Y	N	Y
WAY (15)	Y	N	Y
WHETMORE (35)	*	Y	Y

ASSEMBLY

Democratic — 39	4	5	6	7	8
BEE (13)	Y	N	Y	Y	Y
BRATHWAITE (63)	Y	Y	*	*	Y
BROWN (18)	N	Y	N	Y	N
BURTON (20)	N	Y	N	N	N
CORY (69)	N	Y	Y	Y	N
CROWN (14)	Y	Y	N	N	N
CULLEN (44)	N	Y	*	N	Y
DAVIS (1)	Y	Y	Y	Y	Y
DEDDEH (77)	Y	N	Y	Y	Y
DUNLAP (5)	Y	Y	*	N	Y
FENTON (51)	Y	*	Y	Y	N
FONG (15)	Y	Y	Y	*	N
FORAN (23)	Y	N	Y	Y	Y
GARCIA (40)	Y	Y	*	N	Y
GONSALVES (66)	Y	N	Y	Y	Y
GREENE, B. (53)	*	Y	*	*	*
GREENE, L. (3)	Y	Y	Y	Y	Y
JOHNSON H. (58)	N	Y	Y	*	Y
KARABIAN (45)	Y	*	Y	*	*
KNOX (11)	*	N	N	*	Y
MACDONALD (37)	Y	Y	Y	Y	Y
MCCARTHY (19)	Y	Y	Y	Y	N
MILLER (17)	Y	Y	N	N	N
MORETTI (42)	Y	N	*	Y	Y
PORTER (38)	Y	N	Y	Y	Y
POWERS (8)	Y	Y	Y	Y	Y
QUIMBY (72)	*	*	*	*	*
RALPH (55)	*	Y	*	*	N
ROBERTI (48)	Y	Y	*	N	Y
RYAN (27)	*	*	*	*	*
SIEROTY (59)	Y	Y	N	*	*
THOMAS (68)	Y	N	Y	Y	Y
TOWNSEND (67)	*	*	*	*	*
UNRUH (65)	*	Y	*	N	*
VASCONCELLOS (24)	Y	*	*	*	N
WARREN (56)	Y	Y	Y	N	N
WAXMAN (61)	Y	Y	N	N	*
Z'BERG (9)	Y	Y	N	Y	N
ZENOVICH (32)	Y	Y	Y	Y	Y

Republican — 41	4	5	6	7	8
ARKLIN (41)	Y	N	*	*	Y
BADHAM (71)	Y	N	Y	Y	Y
BAGLEY (7)	Y	N	Y	Y	Y
BARNES (78)	Y	N	Y	Y	Y
BELOTTI (2)	*	N	Y	Y	Y
BERRYHILL (30)	Y	*	Y	Y	Y
BEVERLY (46)	Y	N	Y	Y	Y
BIDDLE (74)	Y	N	Y	Y	Y
BRIGGS (35)	Y	N	Y	Y	Y
BRITSCHGI (26)	Y	N	Y	Y	Y
BURKE (70)	Y	N	Y	Y	Y
CAMPBELL (50)	*	N	Y	Y	Y
CHAPPIE (6)	Y	N	Y	Y	Y
COLLIER (54)	*	N	Y	Y	Y
CONRAD (57)	*	N	Y	Y	Y
CRANDALL (25)	Y	N	Y	Y	Y
DENT (10)	Y	N	Y	Y	Y
DUFFY (21)	Y	N	Y	Y	Y
HAYES (39)	Y	N	Y		Y
HOM (79)	Y	N	Y	Y	Y
JOHNSON, R. (4)	Y	N	Y	Y	Y
KETCHUM (29)	Y	N	Y	Y	Y
LANTERMAN (47)	Y	N	Y	Y	Y
LEWIS (73)	Y	N	Y	Y	Y
MACGILLIVRAY (36)	Y	N	Y	Y	Y
MCGEE (64)	*	N	Y	Y	Y
MILIAS (22)	Y	N	Y	Y	Y
MOBLEY (33)	Y	N	Y	Y	Y
MONAGAN (12)	Y	N	Y	Y	Y
MOORHEAD (43)	Y	N	Y	Y	Y
MULFORD (16)	Y	N	Y	Y	Y
MURPHY (31)	Y	N	Y	Y	Y
PRIOLO (60)	Y	N	Y	Y	Y
RUSSELL (62)	Y	*	*	*	*
SCHABARUM (49)	*	*	Y	Y	*
STACEY (28)	Y	N	Y	Y	Y
STULL (80)	*	N	Y	Y	Y
VEYSEY (75)	Y	N	Y	Y	Y
WAKEFIELD (52)	*	N	Y	Y	Y
WILSON (76)	Y	N	Y	Y	Y
WOOD (34)	*	N	Y	Y	Y

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Those who govern, having much business on their hands, do not generally like to take the trouble of considering and carrying into execution new projects. The best public measures are therefore seldom adopted from previous wisdom, but forced by the occasion. — Benjamin Franklin

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